

'Work harder' call from employers

by David Jobbins

An increase in the hours college lecturers spend teaching is to be pressed by local authority employers during the salary structure review promised as part of the 7.5 pay offer accepted by union leaders.

Management officials have been told to draw up a "shopping list" of questions the employers want to explore and the net result is likely to mean a demand for a more cost effective service with greater class contact.

Hours of class contact are governed by a national agreement reached independently by Burnham and range from a minimum of 13 for a principal lecturer to a maximum of 22 for a lecturer on the lowest scale.

Monday's meeting of the Burnham further education committee agreed to a working party chaired by Sir John Worde, chairman of the committee.

Mr Philip Merridale, leader of the management team, said: "The simplistic view that all you have to do is assemble the aspirations of one party, tie them together with string and wait for Burnham is not shared by us."

The employers had resisted any form of external inquiry, while the unions would have preferred a greater degree of independence than that offered in the compromise which dominated the seven hours of talks earlier this week.

Technically the inquiry, the case for

which was supported by the Clegg and 1980 arbitration reports, is a subcommittee of Burnham, with Sir John as independent chairman.

The first meeting is expected in four to five weeks, with further sessions roughly at monthly intervals. The union side hopes that the bulk of the work will be completed during the current pay year, but the employers have made plain that any recommendations can only be negotiated as part of the 1982 round.

Mr Peter Dawson, general secretary of the National Association of Teachers in Further and Higher Education, said the 7.5 per cent, which raises the minimum for a Lecturer 1 from £4,683 to £5,034 and director of one of the larger polytechnics from £24,111 to £25,920, did not meet the changes in prices and earnings over the past year.

It also began again the process of deterioration in lecturers' relative salaries soon after an independent review which had been seen in 1965, and 1974.

"But given all the circumstances and the agreement on the working party this was the best we could get and it was unanimously recommended by our side."

Claims by the unions for changes in the structure submitted as part of the 1981 claim have been remitted to the working party. A further meeting of the Burnham FE committee is expected to try to resolve differences over transition to part time pay for part timers.

	Sept 1980	April 1981
Lecturer 2	5,012	5,482
Assoc	9,702	10,481
Senior Lecturer	9,982	10,824
Assoc	11,298	12,141
Principal Lecturer	10,508	11,298
Assoc	12,548	13,428
Head of Department	16,722	17,892
Assoc	19,432	20,890
Vice-Principal	19,722	21,270
Assoc	20,543	21,970
Principal	11,486	12,357
Assoc	24,111	25,920

What lecturers will earn (figures subject to official confirmation).

Art college told to put industry first

by Paul Flather

The Royal College of Art, one of Europe's leading art colleges, could find its grant reduced if major reforms to give it a more commercial orientation are not made.

The RCA has been wracked by internal policy disagreements since these reforms were spelt out in a highly critical report by a Department of Education and Science visiting committee last year.

At the root of the disagreement is a clash of two traditions: the rector, Professor Richard Quayle, and some senior staff see the report as a threat to the fine art tradition of the 144 year old college.

Dr Rhodes Boyson, under-secretary for higher education, with the visiting team, and most of the six members of the governing council, who resigned from the RCA last week, want to move to a market philosophy which justifies spending.

They point to the Cranfield Institute of Technology, another centrally funded college, as an example to the RCA.

A confidential DES letter sent last month to the rector said Ministers were concerned that the college was not fulfilling its charter obligations in relation to industry.

The DES has so far protected the college's recurrent grant, about £4.5m, from cuts imposed elsewhere in higher education, because of the RCA's potential influence in improving design throughout industry, the letters say.

But it is clear from the visiting committee report that the RCA needs to reorientate its approach towards industry with closer collaboration and a real sense of commitment and urgency, it says.

The DES says it appreciates the RCA's role in promoting fine art and crafts but

the college will have to respond to national needs and priorities. More than ever before this country needs good industrial designers, the letter says.

The most important reform calls for "an awareness of management and business administration to permeate all departments", although design management should not be taught as a discrete subject.

The RCA is also urged to set up a commercial sales outlet for slides and books, to advertise its work, to cooperate with the London Business School and engineering firms; to expand commissioning work and all research study, and turn its library into a centre of excellence in design.

The rector and senior staff were meeting DES officials this week to discuss the report, and a full council meeting on March 21 will decide the college's response.

Social scientists fight census cutback

Social scientists in universities and colleges are vigorously opposing proposals to make a drastic cut in the Government's survey office.

The plans to reduce the work of the social survey division of the Office of Population, Censuses and Surveys would have more than £2m a year.

The recommendations are revealed in a report by Sir Derek Rayner, the Government's adviser on waste, due to be published later this year.

Under threat are three major continuing surveys which provide key information for researchers both in and outside Government.

The General Household Survey provides general information about the economics of the family, health, attitudes to work and unemployment, and use of public services. The International Passenger

Survey gives information on tourism, migration and Britain's spending abroad. The Family Expenditure Survey provides important data for the retail price index.

But the main burden of the cut would fall on the numerous "ad hoc" surveys on topics of public concern which are mainly commissioned by other Government departments. Recent examples of these are studies of public attitudes to the hospital services, workers' participation, retirement, women and work, as well as birth of investigations on fertility and smoking.

Most of these surveys would be axed, as a saving of about £1.5m, leading to 20 redundancies among the 50 professional staff in the division.

Sir Derek's recommendations have met with strong opposition from social scientists. The Social Research Association, which has 600 members in Government

and higher education, says it views the proposals with "alarm and concern".

In a letter of protest to Lord Soames, Lord President of the Council, the Association says that the continuous surveys are one of the few ways social and economic policies can be monitored during major changes in both politics and public spending.

"These surveys are extensively used to provide baseline information for research," says the association. "Government who have come to depend on the excellent quality of social survey data."

Of the ad hoc surveys, the letter adds: "Again social researchers within the universities and elsewhere look to these studies to provide the basic understanding without which more narrowly focused research cannot proceed."



Dr Bill Dickens, head of hydraulics in the Thames Polytechnic school of civil engineering, tests the effect of air stream movement of the poly's Waterlodge at Danson Park Lake, Wellesley.

Fletcher determined to close Scots colleges

by Olga Wojtas
Scottish Correspondent

Scottish Education Minister Mr Alex Fletcher has made it clear that the Government does not intend to go back on its decision to close two Scottish education colleges, despite their insistence that the closures will not save money.

Forty academic and 250 nonacademic staff will be made redundant if the Government carries out its proposals to close Hamilton and Callendar Park colleges.

Mr Fletcher was addressing a Scottish select committee at Westminster, which also heard evidence from the principals of the threatened colleges.

Mr George Paton of Hamilton condemned the Government's approach as "naïve and inadequate". The Government ministers had already lost the educational and social arguments for closure, and were now trying to say it would save money, although they had given no coherent thought to the financial implications until six months ago.

The Government had not made the slightest effort to produce figures until December and these had been global figures for the closure of Hamilton and Callendar Park, said Mr Paton.

Hamilton maintains that its closure alone will mean an increase in public expenditure of £1.35m in the first year, basing this on capital costs of maintaining the building, the salaries of retained staff, and redundancy payments.

Hamilton's closure, according to the Scottish Office, will save £267,000 in the first year and £817,000 in the following two years. Figures were also given for the first time for the savings from Callendar Park's closure - £100,000 in the first year, rising to £300,000 in later years.

Callendar Park's principal, Mr Tom Rae, said he deplored the fact that until now no Government figures had been produced for his college's closure. Callendar Park says their closure will mean increased public spending of over £1m and £159,000 in following years.

The select committee's chairman, Mr Robert Hughes, said he could come to a clear conclusion what the savings would be. But Mr Fletcher told the committee the colleges would be closed regardless of the figures. As the decision was not based on financial considerations but on the fact that too many teachers were being trained in the 10 colleges now that school rolls were falling.

The decision would only be reversed, said Mr Fletcher, if there were a dramatic increase in the demand for teachers.

The select committee is to publish a report, and may suggest before the end of the month. Opposition moves to have a Commons debate on the proposed closures have so far failed, but if a report is published, the Opposition will probably try to use a "supply" for a full debate.

OU tests out home videos

A select number of Open University students are to have video cassette recorders to use at home at the university's expense.

This decision by the university's planning board marks a significant and reluctant shift in policy from broadcast television to other audio-visual techniques. It reflects the problems caused by the widening gap between the OU's desire for more air time and the BBC's wish to drop programmes from normal transmission times.

In a report to the planning board, the OU's media policy advisory group acknowledges that its television needs have grown larger than ever when the partnership agreement with the BBC was drawn up.

At present the OU has 35 1/4 hours a week on BBC and BBC which is several more than the official agreement allows. As more courses are added each year the OU's demand for transmission time has grown.

But the BBC wants to cut back on broadcasting in favour of general programmes and regain the whole of the early evening slot on BBC2 to compete with Channel Four.

Already the OU produces 250,000 video cassettes a year, and more are being produced following the dropping of a programme last year from Radio 4 during normal broadcasting hours.

As OU television programmes have been cut from peak viewing hours, the number of students watching them has dropped. Average viewing figures dropped from 64 per cent in 1974-75 to 50 per cent in 1979.

The media policy group's solution is to transmit only those programmes considered necessary. As a result the number of TV programmes per full course will drop next year from an average of 20 to only 15. Some courses will get no TV at all.

As well as installing video cassette recorders in an experimental number of students' homes, the OU will provide in study centres. Students will be able to book time on the machines after paying the relevant cassette from OU bookshops at Milton Keynes.

DES science team in reshuffle

Science planning at the DES will be strengthened as a result of organizational changes announced on Wednesday. But the changes mean a further reshuffle of OU officials less than a year after the last.

Science is to have its own branch, headed by Mr David Tanner, currently in charge of Teachers' Branch. He replaces Mr Charles Regan, who returns to the Department of Health and Social Security. International relations, formerly combined with science in the same branch, will become part of Central Planning Branch.

NEXT WEEK

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Training for the Church
New economics books
Martin Bulmer on the 1981 census

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SUPPLEMENT

Price 35p

Redundancy bill could top £200m

by Ngalo Crequer

Ten times more money than the Government has so far provided for tackling university staff would be needed to meet a massive £200m redundancy bill.

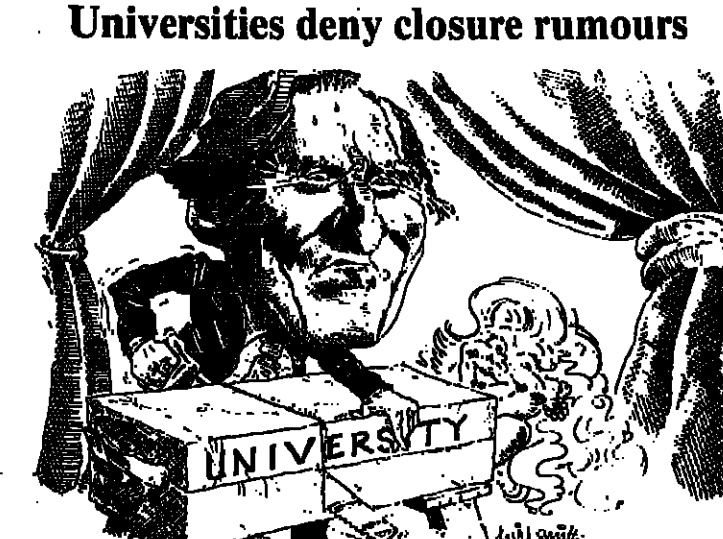
Dr Edward Parkes, chairman of the University Grants Committee told the Public Accounts Committee this week that 3,000 academic staff would have to be made compulsorily redundant over the next three years because of Government cuts. He was speaking a week after Sir Alex Morrison, chairman of the Committee of Vice Chancellors and Principals said up to ten universities would go bankrupt.

Dr Parkes estimated redundancies would cost between £100 and £200m. In an addition about 4,000 non-academic staff would have to be made redundant but he could not say how much this would cost.

"The Government is now proposing to remove resources at a rate greater than the university system can shed its commitments even if they fill no staff vacancies." He said that if the cuts were shared uniformly all universities would have to freeze all vacancies and subjects like clinical medicine and engineering were likely to become non-viable. "But in fact we shall be spreading the cuts very non-uniformly," he said.

"These major cuts will need substantial sums for redundancies but if this is not forthcoming universities will simply become bankrupt." He stressed that his estimates were based on the most optimistic assumptions about future funding.

In a surprise move last week the Government said it would take £20m available next year for paying compensation for academic staff redundancies. Previously it had refused to set up a special fund.



But this sum is only one-tenth of the amount that would be necessary. Dr Parkes will be addressing vice chancellors today and will tell them how the fund will work. It will not be allocated to universities but be used as redundancies are declared, for as long as the money lasts.

Individually no vice chancellor prepared this week to stick his neck out and admit his own institution might be in danger.

Essex said it was a low cost institution with strong specialisms. Salford has "never been on a hit list" and would be able to weather the storm. Surrey said it was not the poorest as far as reserves were concerned, which would help in the next two years. Brunel was doing a "good job" and did not intend to go bankrupt. Keele would be able to "tunnel through" as its reserves were up to strength for its size and York said

they were not at risk "but you know who they are."

According to Dr Parkes, his "very conservative" estimate was that university income would be cut by 11 per cent over the next three years. He agreed with vice chancellors' estimates that compensation for academic staff made redundant could range from £40,000-£80,000. Mr Joel Barnett MP, chairman of the PAC said that considering this was an estimate based on a 40 year old lecturer, this was a "modest" assessment.

Dr Parkes added that because contracts varied so much and because breaking of those contracts would have to be tested in the courts, it was impossible to provide firm data.

Dr Parkes agreed with Mr Barnett that the probable compensation bill would exceed the cost of the salaries if the staff were not dismissed.

Sir James Hamilton, Permanent Secretary at the Department of Education and Science pointed out that the White Paper cuts referred to the whole of higher education, not just the universities. "The whole question of resources for universities and the problem of redundancy is under discussion between the Department and the UGC and I think it is premature to come to any conclusions."

Mr Barnett asked whether that meant that there would not be any redundancies. "I do not think you can deduce that. It is still under discussion," said Sir James.

Mr Barnett asked whether the White Paper figures were targets, estimates, forecasts or pie in the sky. Sir James said, "They are forecasts." Would the Department be able to negotiate with the Treasury to avoid the cuts? "I am saying the figures for 1983-84 are not firm. The figures for 1981-82 and 82-83 - they are firm."

Surely, Mr Barnett asked, the cuts were not all going to come in the last year? Sir James says, "We still have to discuss with the UGC the exact disposition of the cuts, the question of the effect of overseas students and the degree to which we are going to have to meet redundancy payments."

Dr Parkes said that provided a reasonable amount of money could be found for redundancies, of if the Government slowed down the rate of taking money out of the system, the UGC did not "envisage closure of any university. This does not mean that departments or colleges within universities will not close."

Both Sir James and Dr Parkes agreed that the run down of the system would take place at the peak of rising demand from 18 year olds although Dr Parkes said that in the long term it was expected there would be a decline in applications.

Loans scheme likely to fail

by Paul Flather

Government plans to introduce some form of student loans now seem certain to fail by the wayside because the need to find extra funds in the short term will run contrary to the Government's strategy of cuts in higher education.

A scheme based on the Swedish model, involving a fixed minimum amount topped up by optional loans, will be discussed in a Cabinet committee probably next week, but is unlikely to win much support.

Implementing such a scheme, singled out after a full year's research by Dr Rhodes Boyson, under secretary for higher education, and Department of Education officers, would cost more than £140m with savings not due for up to 10 years.

It would cost £100m to abolish the current parental contribution on grants, which Dr Boyson believes promotes a "generation gap" and at least £40m to extend grants to students eligible only for discretionary awards, which Dr Boyson believes promotes the idea of the "poor relation student".

If the scheme is abandoned it will be a major blow to Dr Boyson who has long urged the merits of the self-help philosophy implied in loans. He spent two weeks in America last year looking at loans schemes but came out, most impressed by the Swedish model.

Dr Boyson still hopes to rejig the grant system which he regards as a "real hotch-notch" of schemes and loans, but his ideas have come to fruition at the worst possible moment.

The mixed loans option will be put to the Cabinet by the Education Secretary, Mr Mark Carver. The DES said the matter was still under scrutiny.

Poly directors debate CNAA role

by John O'Leary

Proposals for a dramatic expansion of the role of the Council for National Academic Awards will be put to polytechnic directors at their annual conference next month.

The Committee of Directors of Polytechnics will debate plans for the CNAA to become "the senate of a federation of British polytechnics". The scheme was first mooted officially at a meeting of the two bodies this week, but was not discussed in detail.

It would give the CNAA a role similar to that of a university senate, with ultimate responsibility for academic standards but no control of funding. The plan would have no direct bearing on the administration of polytechnics, which would remain separate entities.

Parallels have been drawn with the relationship between the University of London Senate and its associated colleges, with the present system likened to "that governing the university".

The current review of the council's Partnership in Validation arrangements, which were designed to introduce more flexibility into approvals. The full council is to return to the vexed question of institutional arrangements at its summer meeting after a further examination by its Committee for Institutions.

The committee's first report on partnership, which was received by the full council last week, was broadly supportive of the overall operation of the new arrangements, but contained a number of criticisms. Some subject boards remain uncertain of their roles and the system was said by one to encourage conservatism in course planning.

As a result of additional worries about the level of resources available in many institutions, Dr Kerr is writing to directors and principals in an attempt to gauge the impact of cuts on individual courses.

The idea has surfaced as a result of external degrees. Institutions would become more closely involved in the validating process, which would be delegated to internal committees appointed by the CNAA.

Similar arrangements already exist allowing some 18 institutions to approve research projects internally. The committees would be closely associated with subject boards.

The scheme was conceived by Dr Edwin Kerr, chief officer of the CNAA, and has been discussed only at officer level. The reaction of the CDP will determine whether it is taken further. If it finds favour, the plan could be extended to include some colleges, there being no existing mechanism to distinguish between types of institution within the CNAA. A detailed proposal would take several months to emerge and would be discussed with the Department of Education and Science at an early stage.

SSRC considers two-year PhD grant limit

by Charlotte Barry

A two year limit on full-time grants for PhD students is being given serious consideration by the Social Science Research Council.

A new look at the funding system has been forced on the council's postgraduate training board by concern about poor completion rates and because cuts have left it with an unusually high proportion of second year PhD students applying for extensions.

So far the council has considered that the nature for the PhD. Students are awarded a two-year grant which is followed by an automatic third year extension, as applications are very rarely turned down.

The new system would require much stricter monitoring of the performance of students during the first two years. Supervisors would have to consider more carefully the possibility of persuading less satisfactory students to convert the degree to an MPhil by research.

One incentive being considered is that if university departments can get a student through a PhD or MPhil in two years they can then have the extra year of funding for a new student.

One of the problems raised is that the MPhil is considered in some quarters second best to the PhD. Closer monitoring of supervisors who feel that they too are being scrutinised. Some subject committees are already keeping records on the performance of PhD supervisors in university departments.

This year, as a result of the recent drastic cuts in the number of new postgraduates, more than a quarter of all studentships will be given to third year extensions. About 320 have been set aside for next year, and the board fears this will not be enough.

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Lecturers set for notice deal

by David Jobbins

College lecturers' leaders are prepared to surrender the controversial one year's notice of redundancy in return for better compensation for staff who volunteer.

They hope to open talks on a new redundancy deal around the middle of next month. But they are resolute that the claim they will pursue then is designed to cope only with the small-scale job losses triggered off by the current round of cuts.

They are drawing a clear line distinguishing such cuts from the threatened "reorganisation" of public sector higher education which the Government calculates will entail the loss of one lecturer's job in six over the next three years.

Such reductions will demand special measures, union leaders believe. They have been concerned at Government statements indicating that the generous "Crombie Code" is not to be employed in future.

The claim which will be on the agenda of the next national joint council meeting falls into two parts — the first covering procedures and selection of individuals and the second the question of compensation for either voluntary or compulsory redundancy.

The National Association of Teachers in Further and Higher Education is still officially opposed to compulsory redundancies, arguing that alternative ways of making savings are available.

Its key aim is to build on the present less-than-satisfactory 1975 agreement, which embodies the provision for one year's notice but fails to offer good levels of compensation. The 1975 agreement is now binding on those authorities which have ratified it, but because it is far from comprehensive, needs replacement.

The claim will seek 10 years' added service for calculating compensation for volunteers agreed between 50 and

60. For people aged between 40 and 50, the lecturers want a lump sum based on two weeks' pay per year of service rather than the legal minimum of 1.5 weeks.

While the unions will be prepared to trade off the one year's notice for better compensation and selection procedures for volunteers, they will try to retain it for compulsory redundancies, allied to secondment for retrainees.

The Government has made clear that the Crombie Code compensation, last used when teacher training was truncated in the mid-1970s, will not be employed again, probably because it was too generous.

It has told the Trades Union Congress that existing schemes are adequate. One senior union official said: "As far as the teachers unions are concerned we do not think the Government means when it says there are continuing arrangements which make the need for a new application of Crombie unnecessary."

Many job leavers blame recruitment literature

by Patricia Santinelli

More than half the young graduates recruited by industry and commerce leave their first job within four or five years.

Most of these are in the computing services, the construction industries and manufacturing industries other than oil and chemicals, according to a report by the Institute of Manpower Studies.

The IMS study set out to provide up-to-date information about rates of recruitment and retention in industry and commerce; the flow of young graduates both between employers and out of employment; the reasons behind their move; and whether their expectations of their new jobs had been met.

Its survey showed that nearly one in five of the new graduates who left their jobs moved out of paid employment altogether either to further study, unemployment or not seeking work. One leaver in three considered that the recruitment process had given an inaccurate impression of the job. Nearly half blamed this on the recruitment literature.

Many of the graduates changed jobs because they felt their abilities were not being used, were dissatisfied with the general nature and pace of work and

saw limited opportunities for development ahead of them.

The study also revealed that there was a relatively high degree of geographical mobility among young graduates. About two thirds of the leavers had changed jobs but moved to a different half also moved to a different occupation at this stage.

However it discovered that the usual results in greater job satisfaction since only one leaver in seven was satisfied with the change.

The report concludes that the graduates do not always leave their jobs for negative reasons. Some degree of mobility is necessary if graduates are to develop broader experience while many currently lack it.

Employers could help retain leavers by giving a more thorough and realistic job preview to possible recruits. They could also develop more flexible induction and career development programmes.

"The mobility of young graduates" by David Parsons and Rosemary Lee, from IMS, University of Southampton, Mantell Building, Palmer, B11 9RF. Cost £12 (B to US subscribers and participants in the survey.)

Professor attacks critics of differential degrees

Fears that the first, second and third class degree differentiation would disappear if the anti-elitist cause were expressed by Antony Flew, professor of philosophy, Reading University, when he addressed a meeting of the National Council for Educational Standards in London last week. He said such a change could only reinforce the national economic decline: "I am not optimistic about the survival of the present degree system," he said, "unless some of those pushing for its abolition realise the economic consequences."

In a forthright attack on those who would destroy excellence to support the chimera of equality, Professor Flew said: "Consider the title of a recent article by Mrs Jean Ploud, principal of Newnham College, Cambridge, and one of our most respected social engineers. That title is, quite simply, *Making Adults More Equal: The Scope and Limitations of Education Policy*. It thus appears that Mrs Ploud educational policy has nothing to do with teaching and learning. It is a policy for enforcing Procrustean ideals of equalisation."

Such ideas, held by many others, some of them most influential, had more to do with notions such as egalitarianism or class struggle than with

education, he said. "Only when the deep gulf is recognised shall we be ourselves able to understand why so many people, in and around what the Lehrer would have us call *Rechts*, appear to be indifferent to what we outside see as the basic question: whether our comprehensive reorganised schools are getting more pupils up to higher levels of education."

It was obvious, said the professor, that far too few children were reaching standards within their capability owing to mistaken attitudes to selection. He said by those he described as "frank and nihilistic enemies of excellence."

"When we hear university chancellors and the like explaining the while not, of course, being able to do rather than think some standards of academic quality ought to be maintained, we cannot interpret their as being in flat out opposition to us and every achievement of excellence."

They accept the word "elite" as properly a term of abuse, yet do not really want to force everyone and everything down to the level of mediocrity. So what is the result? Some forms of selection for elite, elitist or bad, whereas others, getting a winning sports team by picking and training the best players, are innocuous or even admirable.

Huddersfield moves Plea to keep teacher training balance against deadline

by Paul Flather

Huddersfield Polytechnic is reviewing its academic structures and the roles of its academic staff in the light of a highly critical letter from the Council for National Academic Awards.

A meeting of the academic board last week set up a nine-strong working party to look at all standing committees, the terms of reference and roles of the deans, and heads of departments.

The board also agreed to review the polytechnic's instruments and articles of government from the summer, and set up a small planning group to coordinate its response to the CNAA deadline.

Finance officers at the polytechnic have begun the task of drawing up a budget appraisal to cover staffing, equipment, student supervision and academic plans. The two new groups are expected to begin their work this week.

Huddersfield was discussed at a meeting of polytechnic directors in London this week. No statement was made but it is understood directors are keen to establish criteria for deciding when a polytechnic's work is suffering and the CNAA can intervene.

Kirklees reaffirmed it had no more money to give Huddersfield. Councillor John Mernagh, chairman of both the education committee and the polytechnic governors, said he would like to give away "more brass, but we don't have it and the polytechnic knows it must put its own house in order."

A statement issued this week by the governors says they have "every confidence in the ability of the polytechnic

to maintain the existing high standards of its academic work" and notes the CNAA did not directly criticize academic work. In fact the CNAA said standards were at risk.

The statement scrupulously avoids making any reference to individuals and personalities involved. Some lecturers take this as a sign that changes at the top have not been ruled out, although the first priority is meeting the CNAA deadline.

The letter said "serious mistrust, disunity, and backbiting" made the polytechnic a wholly inappropriate environment for the education of students. Huddersfield was given three months to produce a complete budget appraisal or face withdrawal of CNAA approval.

The letter also spoke openly about relations between Kirklees and the polytechnic which have steadily soured in recent years. The board has been empowered to define distinct roles for the two.

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A statement issued this week by the governors says they have "every confidence in the ability of the polytechnic

to maintain the existing high standards of its academic work" and notes the CNAA did not directly criticize academic work. In fact the CNAA said standards were at risk.

The statement scrupulously avoids making any reference to individuals and personalities involved. Some lecturers take this as a sign that changes at the top have not been ruled out, although the first priority is meeting the CNAA deadline.

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'Closed door' Part-timers deal unresolved

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Instead they have tried to introduce the concept of the peripatetic lecturer

into further education — an idea so far restricted to primary schools. The employers' view is that part-timers should have a single contract with their employing authority instead of separate arrangements with the colleges or institutes where they work.

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CVCP faces 'cowardice' accusation

The Committee of Vice-Chancellors and Principals was accused of abject and utter cowardice in the face of government cuts by the president of the National Union of Students, Mr David Aaronovitch.

Mr Aaronovitch was addressing the conference in Ayr last weekend of the Scottish National Union of Students, and warned delegates that an educational system was very like a union: it took a long time to build up and no time at all to destroy.

He strongly criticised the CVCP for not fighting the government moves. "Everybody's playing musical chairs with this government, lying down and singing *Heaven, the Conquering Hero Comes*," he said.

"When it comes to the Vice-Chancellors arguing that the major question is cutting back on the number of courses available, I want every student union to say we demand the same level of entrance as last year, and if anything, expansion."

It was impossible for students to accept the position that sixth formers would not have the same opportunities that they did to come into higher education, said Mr Aaronovitch.

The present government had reneged on all its educational promises to raise standards and give students more choice.

"You have more choice — but going to university is not one of them. You have the choice of becoming unemployed, the choice of what to do in your enforced leisure time."

Standards had already dropped, with cutbacks in university libraries, and worsening staff ratios. Mr Aaronovitch also condemned an "an immoral and lunatic act" the raising of fees for overseas students, which affected not only them, but courses in colleges.

"The government tries to tell us it's all in the name of redistribution. But their Robin Hood policy works to the extent of 'we'll take it away'."

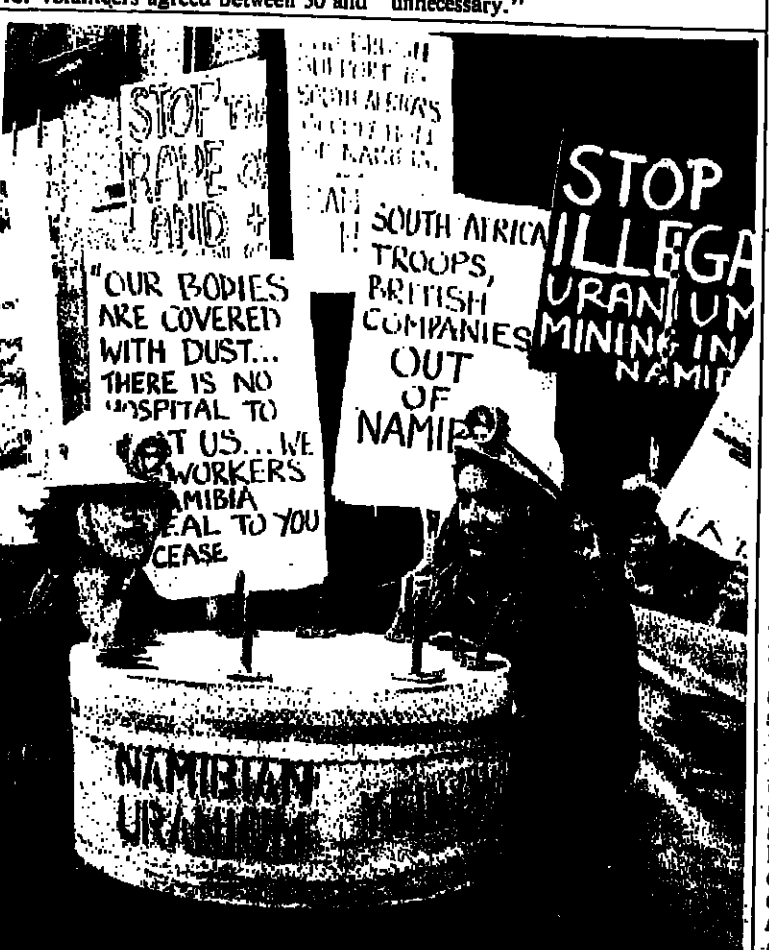
Another overseas fees warning

The chairman-elect of NUS (Scotland), Mr Neil Stewart warned of the disproportionate effect on Scottish universities of government policy on overseas students' fees and proposed student loans.

Mr Stewart pointed out that in Scotland a university honours degree took four years as opposed to three in England.

Overseas students faced with increased fees had a real incentive to study at an English university for an honours degree and this could devastate sections of Scottish education. Similarly, were loans introduced, students would prefer to take the shorter course for the same qualification.

Mr Stewart also condemned the Scottish university principals who have had talks on maintaining courses and 'open' facilities within the Scottish universities even if they have to close in universities.



Students dressed as Namibian mineworkers protest outside the Department of Energy last week at the extension of a Government contract to process uranium from Namibia until 1984. The protest was organised by the National Union of Students and by the Anti-Apartheid Movement. They say exploitation of Namibian resources has been declared illegal by the United Nations.

Poor resources 'hit college intake'

Thousands of prospective students were turned away from further education colleges all over the country at the start of this academic year because of inadequate or diminishing resources, a survey by the leading teachers' union has revealed.

The National Association of Teachers in Further and Higher Education, survey which is based on replies from 115 quarters of 11 branches in about 100 colleges shows that around 4,011 suitably qualified students were turned away from both vocational and academic courses.

However, this number could be even higher, as some branches had no available places.

Commenting on the survey, Mr Peter Dawson, NAFHE general secretary said: "This is a scandal. We have always been concerned about encouraging young people to stay on in education. Yet the survey shows that thousands who do not need any persuading are being turned away."

The survey indicates that over half of those who were turned away were intending to take up vocational courses in catering, engineering, accountancy, secretarial studies and nursery nursing. While a substantial number of students were unable to enrol on full and part

time O level courses in a variety of subjects. The main reasons were lack of space, fewer teaching hours, lack of materials, and no grant to study outside the home authority. But in some cases, for example hairdressing and nursery nursing, local authorities refused any grants because of the limited job prospects in the locality. In addition, some colleges had closed courses altogether due to lack of finance.

Mr Dawson pointed out that the recent Macfarlane Report suggested that whatever local authorities did to improve educational provision for the 16-18 age group, there would still be many institutions which were seriously under-resourced. Yet the survey showed that many colleges were not meeting existing and rising potential demand.

Therefore, it is a high time that desperate arguments about falling numbers are put in their rightful place, that is low on the list of factors which influence student participation, he said.

It is also a high time that colleges are given proper resources to cope with the thousands of potential applicants with places.

A call on the Government to introduce a comprehensive system

providing every 16-19 year old in Northern Ireland with full or part time education and training has come from Nafhe, this week.

Speaking at a conference on the education and training of the age group in Belfast, Mr Mick Farley, assistant secretary further education said that in view of the special problems of the province such as high unemployment and the relatively small cost involved, such a development represented both a desirable and practical goal.

"Not only could it serve as a pilot for the rest of the country, but such a system based on further education would have the major advantage of providing a significant change of environment for most young people as they move from the sectarian divide used to remain in schools to the non-sectarian character of further education," he said.

He added that the planning of the tertiary system, together with the distribution of resources, should be vested in a Planning and Coordinating Council for the Province, drawing together both the Departments of Manpower Services and Education. It would be answerable through a representative board to a Minister of State.

Mr Farley said the council would be responsible for the overall management of the tertiary system, and would be responsible for the overall management of the tertiary system, and would be responsible for the overall management of the tertiary system.

Fewer books being bought

Fewer and fewer books are being bought, although lecturers still regard books as the highest priority for students in further and higher education, the director of the Publishers' Association, Mr John Davies, said last week.

Mr Davies told a meeting of the association that large scale cutbacks in university and college spending had led to a national decline in book purchases.

Recent figures show university book purchases have fallen by one third in three years up to 1980. College book purchases have fallen by 12 per cent. But he said a recent survey by the association showed that 80 per cent of all lecturers agreed that books were the highest priority for students.

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Lecturers strike over jobs

Lecturers at Hatfield Polytechnic are preparing for a half-day strike on Monday to protest against cuts of £728,000 and a loss of 40 teaching jobs, now likely to be approved by Hertfordshire education authority.

A postal ballot of all polytechnic members of the National Association of Teachers in Further and Higher Education came out 148 to 57 in favour of strike action.

Mr Paul Turner, Nafhe branch secretary, said the vote, with more than half the total union membership in favour of a strike, showed how angry lecturers were at the scale of the cuts demanded. The action has already been endorsed by the Nafhe national executive.

The lecturers will lobby a meeting on Monday of the county education committee which will discuss recommendations from a top level working party for polytechnic cuts totalling £2m over the next two years.

The working party has called for £728,000 savings in 1981-82 and a further £1.2m savings in 1982-83. This means by September 1981, 40 teaching jobs at Hatfield must go. Nafhe officials are convinced this will mean compulsory redundancies.

Other recommendations include trying to keep the management centre at Birklands open by charging higher course fees. Plans to rationalize courses between Hatfield and the Hertfordshire College of Higher Education near Watford, and perhaps merge the two institutions have been deferred.

The college has been asked to find savings of £85,000 in the first year, and £180,000 in the second year.

Oxbridge dons oppose tuition fees rise

Dons at both Oxford and Cambridge are preparing to oppose university recommendations to charge overseas students £400 more on next year's tuition fees than Government stated minima.

At Oxford last week dons in Congregation rejected the recommendation by 36 votes to 32. There will now be a postal ballot of all university dons, to be completed by April 27.

Last year Oxford dons, led by Professor Michael Dummit of All Souls, voted off plans to charge higher rates than those suggested by the Government. This year, Professor Dummit was joined by Mr Albert Carr, warden of St Anthony's, and Miss Daphne Park, principal of Somerville, among others in opposing higher charges.

Some of the dons who were in the Oxford Office said there was a "real tug of war" between needing extra funds and putting off foreign students from coming to Oxford. But there was no need to charge an extra rate of £400, she said.

Overseas students at Oxbridge would have to pay £2,900 for arts courses, £4,000 for science courses, and £6,400 for medical courses if the new rates were agreed.

Cambridge dons will be voting next week on the university council's recommendations. The council felt higher fees would bring in much needed revenue and are unlikely to deter any potential entrants from going up to the university.

Bristol University and the University of Manchester Institute of Science and Technology have both agreed charges above the government minima. Bristol will charge £2,900 (arts)

Part-timers deal unresolved

Local authority employers and union negotiators are still deeply divided over a crucial aspect of putting last autumn's deal on part-timers into full effect.

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PRAXIS INTERNATIONAL

Editors: Richard J. Bernstein & Mihailo Marković

Praxis International is a new journal committed to goals of international socialism, carrying on the spirit and work of the Yugoslav journal Praxis on a broader international scale. The basic purpose of Praxis International is to encourage a forceful and imaginative critical analysis of existing social systems. It explores rational alternatives and examines the possibilities for democratic social transformation.

Themes for the first issues include Socialism and Democracy, The Crisis of Contemporary Society and Human Rights. There will be articles by Carol Gould, Mihailo Marković, Michael Harrington, Richard J. Bernstein, Jürgen Habermas, Franco Ferrarini, Michael Löwy, Agnes Heller, Zagorka Golubović, Svetozar Stojanović, Ljubomir Tadić and Charles Taylor.

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From Basil Blackwell



1981 GRANT

Science stays at 1980 levels

by Robin McKie
Science Correspondent

Future funds for basic scientific research are to be cut by only 1.8 per cent, the Government announced in its White Paper last week. This means that the science budget, the cash used to support the country's five research councils, will be fixed at £245m at 1980 survey prices, for 1982/83 and 1983/84. "This is on a level with the comparable figures for 1981/82", a Department of Education and Science spokesman said.

The White Paper states that this level of funding will keep the science budget at current levels and will allow the research councils to maintain their present support of university and polytechnic research. "The Government wishes to give protection to the support of basic science, an activity which underpins further development and is a particular strength of the United Kingdom", the White Paper adds.

This view was attacked by Sir Alec Morrison who said it assumed that basic science could be protected when funding for the universities was being run down. "This betrays an ignorance of the way universities do research and how it is paid for, which we find deeply disturbing", he said.

The research councils fear that much of the money previously used for research will be taken up with provision of basic equipment and that staffing cuts could also cause serious problems for maintaining strong research initiatives.

Forewarned is forearmed, say education chiefs

Given the alarm with which the universities have greeted the Expenditure White Paper, it might expect the public sector to be in an advanced state of panic.

In fact, the vice-chancellors' warnings of closures brought a very similar to some in the local authorities who believe the universities are only now having to contend with the level of stringency they have face for some time.

Their more temperate reaction could be partly a result of forewarning. The Council of Local Education Authorities has known for almost two months that the Advanced Further Education pool was to shrink dramatically over the next three years.

This is not to minimise the scale of economies demanded of higher education by the public sector, which for 1981/82 is expected to shed £40m (11 per cent) from its budget. Although half of this is to come from CLEA's new full-cost policy on catering and residence charges, it will inevitably mean redundancies and a worsening of staff-student ratios.

The position is further worsened by the fact that inflation in higher education is reckoned to be above 25 per cent, significantly higher than that for local government as a whole.

Although local authorities have generally been prepared to provide enough money from the rates to prevent institutions going to the wall, the capped pool has left colleges and polytechnics with a low base from which to withstand the new cuts.

Comparisons with the size of the pool in previous years are difficult because of fluctuations in student numbers, particularly in teacher training. But on the Government's own figures, recurrent spending in the maintained sector has declined by more than £50m in five years, while the capital budget has suffered even more seriously. It is in the 12 per cent cut that is expected to be a further 10 per cent in 1982/83.

Ngaio Crequer and John O'Leary on reactions to Carlisle's announcement

Carlisle sets aside £20m redundancy bill

The Government has set aside £20m to help the universities to pay for redundancies and early retirement of staff.

The sum is included in the recurrent grant of £297m for the academic year 1981/82, which was announced by Mr Mark Carlisle, Secretary of State for Education last Friday. This is three per cent less for home students than in the current academic year.

Mr Carlisle said the University Grants Committee would allocate the £20m "specifically for the purpose of adapting the university system to the reduced level of funding which will be available in 1983/84". They would also be expected to use their reserves, totalling about £70m for the same purpose under UGC guidance.

Although it is not spelled out exactly how it would be allocated, and for what purposes the special fund is intended, vice-chancellors are in no doubt that the Government sees it as a way of financing redundancies and of closing departments and rationalising.

The recurrent grant also includes £3m to protect postgraduate work because of the fall in income from overseas students. Last year the Government provided £5m for this purpose. There will also be £2.8m to help outstanding research students from overseas to attend British universities.

Mr Carlisle said, "There is likely to be some reduction in the number of students admitted in the 1981/82 but it is hoped that universities will admit, as they have done this year, as many students as they can consistent with their academic judgment."

He said the total home undergraduate population in 1981/82 was expected to be about 235,000. Home postgraduate numbers were assumed to remain at their present level of about 30,000. Home students were expected to be divided equally between arts and sciences.

The grant allows for a six per cent limit for pay rises, adjusted to allow for the change in settlement date for academic staff, and 11 per cent price rises. It also takes into account the appropriate proportion of the £30m for the financial year 1981/82 to the first part of the higher education savings for 1982/83 announced in the White Paper.

A spokesman for the Committee of Vice-Chancellors and Principals was still unclear as to whether the £20m was in addition to the running down of the system.

"But putting it there is a reaffirmation by the Secretary of State of his general intentions, so it is absolutely deplorable. This is another statement that they are determined to scale a whole thing down."

Ten universities 'in danger'

Up to ten universities face bankruptcy because of the Government's intention to run down the university system, vice-chancellors warned last week.

The Committee of Vice-Chancellors and Principals estimates that one in eight academic staff will have to go over the next two years. Sir Alec Morrison, chairman of the CVCP, said: "We think it is a kind of madness for the Government at this particular point in British history to be planning a destructive onslaught on the universities."

The only way the universities could make substantial savings was by shedding staff and by stopping recruitment. "It is in the expensive disciplines - medicine, engineering, science - that staff turnover is greatest, and these are hardly those the country can do without."

About 80 per cent of academic staff had tenure so dismissing them could cost more money, not less. "This policy can therefore only lead to the bankruptcy and closure of some universities who find themselves with too little money to pay their staff and none to compensate them for dismissal."

Sir Alec said that universities most at risk were those relying heavily on their income from overseas students which did not have a flywheel of reserves.

The CVCP estimates that the univer-

Public sector fears job losses

In the public sector reaction to the White Paper cuts was generally one of resignation and apprehension at the prospect of inevitable redundancies.

Neither the local authority associations nor the directors and principals of institutions face closures, but all were critical of the level of cuts imposed. Some local authority officials doubt the feasibility of achieving the savings demanded in 1981/82.

Polytechnic directors predicted a year of compulsory redundancies, dropping courses, and abandoning premises, in their attempt to meet cuts of about 4 to 6 per cent.

Mr David Bethel, director of Leicester Polytechnic and former chairman of the Committee of Directors of Polytechnics (CDP), said that compulsory redundancies were inevitable and predicted chaos as polytechnics desperately tried to balance their books. "The diversity of controls and funding, and the lack of any national system for coordination will result in a chaotic remnant of an already unplanned provision", he said.

Polytechnics do not know exactly how much money they will receive next year. Some, including Newcastle, Kingston, Coventry and Hatfield, expect cuts of 8 per cent next year, double that for higher education generally.

Familiar story of gloom, doom and despair

Last year vice-chancellors were quietly confident that what was pinching their budgets would go through. Last week they were predicting university bankruptcies and closures.

It all sounded so familiar. When the new Government policy on overseas students was first announced they predicted gloom and doom, and were accused of crying wolf. In fact numbers only declined by 10 per cent although a much greater fall is expected in the future.

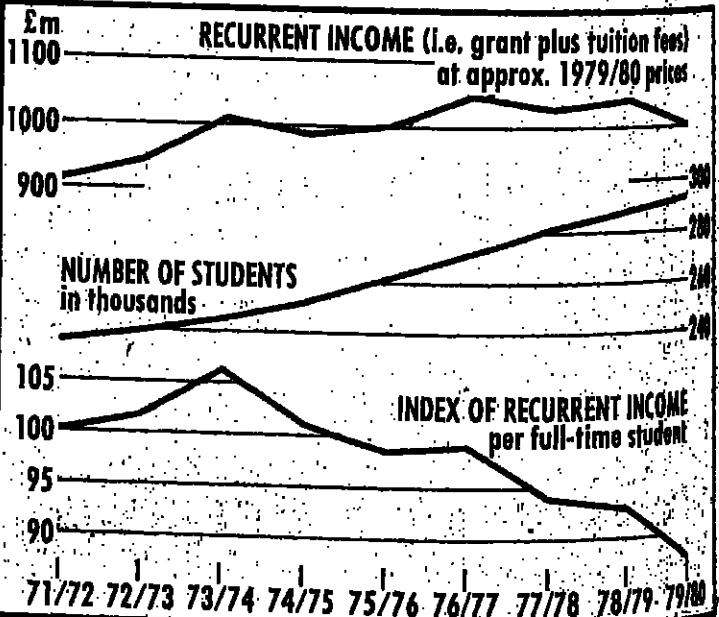
It is no wonder that at last week's press conference, when Government policy was described as mad, clumsy, ignorant, disastrous, extraordinary and disturbing, someone suggested that they were over-reacting.

In last week's White Paper the Government announced a cut of more than 8 per cent for higher education in 1983/84 on the previous year's White Paper figures.

The universities were told to plan on the assumption that grants for home students in 1981/82 and 1982/83 would not be very different in real terms from current grants. That year's grant was about £2.7 per student, but the Government also announced a second supplementary grant to take into account pay settlements.

The University Grants Committee seemed to have established with Government the system of level funding which vice-chancellors originally criticised. In October 1980 Dr Edward Parris, chairman of the UGC, said that "the next academic year has been more buoyant financially than many of us would at one time have expected."

He went on to say that the UGC would be negotiating with the Government to ensure that the system of level funding was not abandoned.



North American news

Science teaching falls victim to Reagan axe

from Clive Cookson

WASHINGTON

The federal government will withdraw almost all support from science education if Congress accepts President Reagan's revised budget for 1982.

The administration has announced an additional round of cuts, on top of the ones made public last month (THESE, Feb. 27). As far as colleges and universities are concerned, the most important new victims are the science and engineering education programmes in the National Science Foundation.

The 1982 budget which former President Carter delivered before leaving office in January requested \$112m for the NSF to promote science and engineering education through postgraduate fellowships, curriculum development, teacher training and educational research. Last month President Reagan cut that request to \$65m and now he wants to chop it to \$10m, just enough to continue with fellowships that have already been awarded. The foundation's 25 or so other educational programmes will be eliminated.

The White House decision to abandon the National Science Foundation's educational responsibilities and let it concentrate entirely on research aroused a storm of protests from the academic community. Yale University physics professor Allan Bromley, who is president of the American Association for the Advancement of Science (AAAS), told President Reagan in a telegram: "Science education programmes already received disproportionate reductions. To expect scientific and technological progress while abandoning efforts at improving science and engineering teaching in our schools is illogical and a disservice to the nation's interests."

most likely to contribute to scientific advancement and economic progress. In these circumstances, NSF science education activities are discontinued in 1982."

By an unfortunate coincidence of timing, the March 13 issue of *Science* carried an article by Dr Slaughter, based on his address to the American Association for the Advancement of Science in January, saying: "We continue to be confronted with an urgent need to reinforce science and mathematics education in our secondary schools. We must also embark on a new commitment to the education of engineers, scientists and technicians seeking baccalaureate and higher degrees." Dr Slaughter referred specifically to a study by the NSF and Department of Education last year, which drew attention to the growth of "scientific illiteracy" among the American population and praised the science education received by the Germans, Japanese and Russians.

However, Dr Slaughter said last week that the NSF science education programmes were expendable in current economic conditions because they were so "diffuse" that they were not making much impact on schools and colleges. They had "become narrowly focussed, as attempts have been made to meet a wide range of special needs with limited resources."

The programmes targeted for elimination include ones to: identify

talented students (especially minorities and women) at all levels from high school to graduate school and help them prepare for careers in science and engineering; upgrade science teachers in schools, colleges and universities; improve teaching equipment; develop more effective science curricula; support educational research into the learning of science and mathematics; and extend the general public's knowledge and understanding of science and technology.

However NSF officials say some of the foundation's former science education goals will be partially achieved through its research programmes, which will continue to support graduate research students.

The other NSF activity which President Reagan has axed is research in the behavioural, social and economic sciences. It is cut from \$35m in 1980 to \$21m in 1982 - 60 per cent reduction. This too is justified on the grounds that support for the social sciences is not a high priority under present economic conditions.

But Dr Slaughter assured questioners that the NSF was not preparing to phase out all support for the social and economic sciences. "The highest quality research in these fields will continue," the foundation said.

In contrast to their soft sisters, the mathematical and physical sciences and engineering will do very well out of the new administration. All are



Dr Slaughter: privately unhappy

down for increases well above inflation. President Reagan wants to give the NSF \$295m in 1982 to support mathematical and physical sciences - up 19 per cent in this year - and \$103m for engineering, a 22 per cent increase.

Elsewhere in the federal budget the cuts of about 20 per cent in stu-

US drops out of solar polar mission

The European Space Agency has failed in its last-ditch diplomatic campaign to save the international solar polar mission from President Reagan's budget cuts. Despite intense lobbying of the US State Department by ESA's member nations, including Britain, the White House has deleted the National Aeronautics and Space Administration's share of the project.

ESA denounced the decision as "a unilateral breach of the memorandum of understanding between the two agencies." The memorandum, signed in 1979, provided for NASA and ESA to send one spacecraft each past opposite poles of the sun. The two craft were to have been launched at the same time in 1985 from the Space Shuttle.

Cancellation of the NASA craft will not prevent the Europeans sending theirs on its own, but they argue that the mission's scientific value will be diminished greatly by having only one craft. Comparison of the data from each pole were to have provided valuable information about the

Sun's magnetic field and the solar wind.

The European agency said it chose to take part in the international solar polar mission, in preference to going ahead with alternative, purely European projects, "because of the value ESA attached to transatlantic cooperation."

According to ESA, scientists from 17 European institutions were developing experiments for the cancelled NASA craft and had already committed half of their total costs. The money will be lost unless Congress can be persuaded to overrule President Reagan.

NASA is trying to placate the Europeans by continuing the funding of American instruments to travel aboard the European-built spacecraft, which will still be launched from the Space Shuttle.

The Americans are also pointing out that the \$250m they save by not building a second craft for the solar mission will enable NASA to proceed with other space science projects in which Europe has an

interest.

The space telescope, which has a 15 per cent European contribution, is going ahead as planned. In preparation for launching in 1985, the Galileo mission to Jupiter is also scheduled to be launched that year. It should reach the giant planet late in 1987. However both the Venus Orbiting Imaging Radar and the Gamma Ray Observatory, which were previously proposed for launches in 1986, have been postponed to 1988.

SpaceLab, another joint venture by ESA and NASA, is also being delayed. A NASA spokesman said the first SpaceLab flight would only be put back "by a few months, probably two to four months," while SpaceLabs 2 and 3 might be postponed for a year. These delays, which NASA officials decided without consulting ESA, to save money, will irritate Europeans further because they will add to their costs.

The future of the later SpaceLab missions is looking increasingly doubtful.

Dr Boyer announced that in August the Carnegie Foundation would "push the partnership agenda another notch forward" by sponsoring a one-week summit meeting, the first of its kind, between the 50 chief state school officers and 30 college and university presidents.

The possibilities for partnership with professional associations were explored by Philip Nowlen, assistant dean of the university extension at the University of Chicago, and Milton Stern, extension dean at the University of California, Berkeley. "Universities must seek to develop programmatic arrangements with professional societies wherever possible," said Dr Stern. "Unless we do, the structure and the reputation of universities will be seriously damaged, and within the next generation."

Dr Stern called the partnership "an assertion of academic and social responsibility."

He said: "To do this thousands, tens of thousands, one doesn't know how many faculty members must be brought to book-or, to put it another way, faculties as a whole must assert their corporate strength."

Anger as Quebec raises overseas fees by 175 per cent

by our Northern American editor

The government of Quebec is putting up tuition fees for new foreign students from \$1,500 to \$4,128 for the coming academic year. This 175 per cent increase will make the fee differential between foreign and Canadian students far greater in Quebec than in any other province.

The heads of Montreal's two big English-language universities, McGill and Concordia, quickly condemned the provincial government for what they called "the savage abruptness" of the increase. Dr Johnston, said the government's announcement came too soon for students who have applied for admission to Quebec universities to apply elsewhere.

McGill and Concordia between them enrol nearly three-quarters of the 6,000 foreign university students in Quebec. McGill has about 2,500 undergraduates and graduate students from abroad - including 1,000 from the United States - out of a total enrolment of 19,700. Concordia's foreign enrolment is 2,000.

French-speaking universities will be affected far less by the increase. They not only have fewer students from abroad but also benefit disproportionately from an arrangement with the provincial government made with eleven francophone countries when it first introduced differential fees in 1978. Students from these countries, which include France and several French colonies, pay the home tuition fees as Canadians - only \$70, a figure that has been frozen since 1968.

The fee of \$4,128 will apply to foreigners (apart from citizens of those eleven countries) who begin studying in Quebec in the autumn. Students who are already enrolled this year and continue the same programme of studies will be charged at a transitional rate of \$2,500 in 1981/82 and \$3,500 in 1982/83. (The Canadian dollar is currently

worth about 40p).

Dr Johnston of McGill said many students who have already started their programmes will still find it financially very difficult to continue in Quebec and impossible to change to another university without losing a year of studies.

Only four Canadian provinces - British Columbia, Saskatchewan, Manitoba and Newfoundland - still charge students from abroad the same as Canadians. But none of the others is planning to raise its differential anywhere near Quebec's new level.

Nearly half the 26,000 foreigners studying in Canadian universities are in Ontario, where they will probably pay \$1,650 in 1981/82 - about twice the home fees. Ontario universities have gained at least 2,000 additional foreign students over the past year, mainly from Asia and particularly from Malaysia. University officials attribute the influx partly to the British government's policy of charging overseas students for the full cost of their education.

The Association of Universities and Colleges of Canada remains committed to the principle that all

students should pay the same, whether they are foreign or Canadian, a spokeswoman said. But the universities in Quebec have apparently accepted the argument that some difference is reasonable; what shocks them is the size and timing of the differential, she announced this month.

"We are sensitive to the argument that Quebec taxpayers should not be called on to subsidize the education of foreign students, particularly those from developed countries," said Principal Johnston of McGill university. "Clearly Quebec should not be expected to build universities on its soil for the benefit of foreign students, but when the universities exist already it is the marginal cost of adding foreign students that should be considered in arriving at a fair tuition fee." The marginal cost of McGill is about \$1,700 a year.

However the Quebec government believes foreigners should pay fees related not to marginal but to full costs, which average about \$7,000 a year per student. The figure chosen, \$4,128, is 60 per cent of full cost.

Although Quebec's ministry of

education had warned universities in the autumn to expect a big increase in overseas fees, they were not prepared for what was actually announced. The "worst case" until this month was a fee of \$3,400 for new students.

Education minister Camille Laurin, champion of French-language Quebec culture, said after the announcement that the government was not deliberately singling out the anglophone universities - it just happened that most foreigners studied there. He said many students in Quebec came from well-to-do families in the United States, Middle East and Far East, who could afford to pay more.

But, to enable universities to bail out foreign students who run into real financial trouble, the government will increase its annual subsidy from \$100,000 to \$250,000 next year. The money will be divided up among the universities in proportion to their foreign enrolment.

This fund, however, is tiny compared to the additional revenue of \$7.8m which Quebec expects to gain from the new fees in 1981/82.

Academics break down frontiers

Academic officials at the annual conference of the American Association for Higher Education were told to develop alliances with five major constituencies if they want to protect their institutions from the coming decline in the college-age population.

The theme of the meeting was 'Promising Frontiers: Five Partnerships to Offset Decline', and speakers urged colleges and universities to get together with business, with high schools, with telecommunications and with professional associations, and to bring together disciplines and administrative units within their institutions.

Ernest Boyer, president of the Carnegie Foundation for the Advancement of Teaching, renewed the campaign which he started a year ago at the last AAHE meeting, to stimulate collaboration between colleges and high schools. Although Dr Boyer said he was convinced that the crisis in education was as acute today as it was one year ago and that the need for school-college collaboration "urgently persisted" he had a message of hope. "During the past twelve months I've heard from literally dozens of school and college people from coast to coast who have moved beyond pious platitudes and who actually are running collaborative programmes in schools."

Dr Boyer announced that in August the Carnegie Foundation would "push the partnership agenda another notch forward" by sponsoring a one-week summit meeting, the first of its kind, between the 50 chief state school officers and 30 college and university presidents.

The possibilities for partnership with professional associations were explored by Philip Nowlen, assistant dean of the university extension at the University of Chicago, and Milton Stern, extension dean at the University of California, Berkeley. "Universities must seek to develop programmatic arrangements with professional societies wherever possible," said Dr Stern. "Unless we do, the structure and the reputation of universities will be seriously damaged, and within the next generation."

Dr Stern called the partnership "an assertion of academic and social responsibility."

He said: "To do this thousands, tens of thousands, one doesn't know how many faculty members must be brought to book-or, to put it another way, faculties as a whole must assert their corporate strength."

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Olga Wojtas reports on the theological training of ministers and priests

A question of religious faith

A man intending to be ordained as a Roman Catholic priest could train exclusively at an establishment run entirely by the church, and indeed the majority of ordinands do.

This route would be impossible for someone wishing to enter the ministry of the Church of Scotland: his or her training could be done only by studying in the divinity faculty of one of the four ancient Scottish universities.

Between these two extremes comes the Anglican church whose ordinands attend a residential theological college, but often supplement the work there with academic courses at neighbouring universities.

But the university entrance standards, which Roman Catholic ordinands are expected to have reached, are not the only hurdle confronting intending candidates for the ministry or priesthood.

All of them, including candidates of the smaller denominations, must undergo a rigorous selection process. A Church of Scotland applicant can expect to be interviewed over two days by church assessors and psychologists testing general knowledge, intelligence and aptitude in discussing and tackling problems.

A Roman Catholic could face a similar process: the ultimate decision on his suitability will be made by his bishop. All Anglican candidates must be vetted by the Advisory Council for the Church's Ministry, run from Westminster.

Some denominations even require candidates to have a medical examination. All are looking for a mature temperament suited to carrying out their church's work at home or abroad.

The actual training of an ordinand differs widely among the denominations, although every church apart from the Church of Scotland insists on some sort of training within its own seminaries, and all priests' and ministers' training includes some pastoral work with ordinands spending time in parishes, hospitals, or even industry.

The smaller denominations, such as the Baptists and Free Church of Scotland, tend to teach ordinands entirely through their own institutions, seeing this as helping preserve the integrity of their faith. But there are often strong links with the universities:

staff in Baptist, Methodist or United Reformed colleges can be found working as part of a university divinity faculty, as in Bristol and Cardiff, and prepare their ordinands for the university's exams.

Colleges not linked to universities, such as the Scottish Baptist College in Glasgow, still study for degrees such as the external London B.D. and several denominations' colleges, including the Church of England, have theological degrees and diplomas validated by the Council for National Academic Awards.

Theological colleges are without parallel among educational institutions, taking as they do people from a wide variety of educational backgrounds. In those which are residential, the community life is considered a major part of the ordinand's training, cultivating spiritual development.

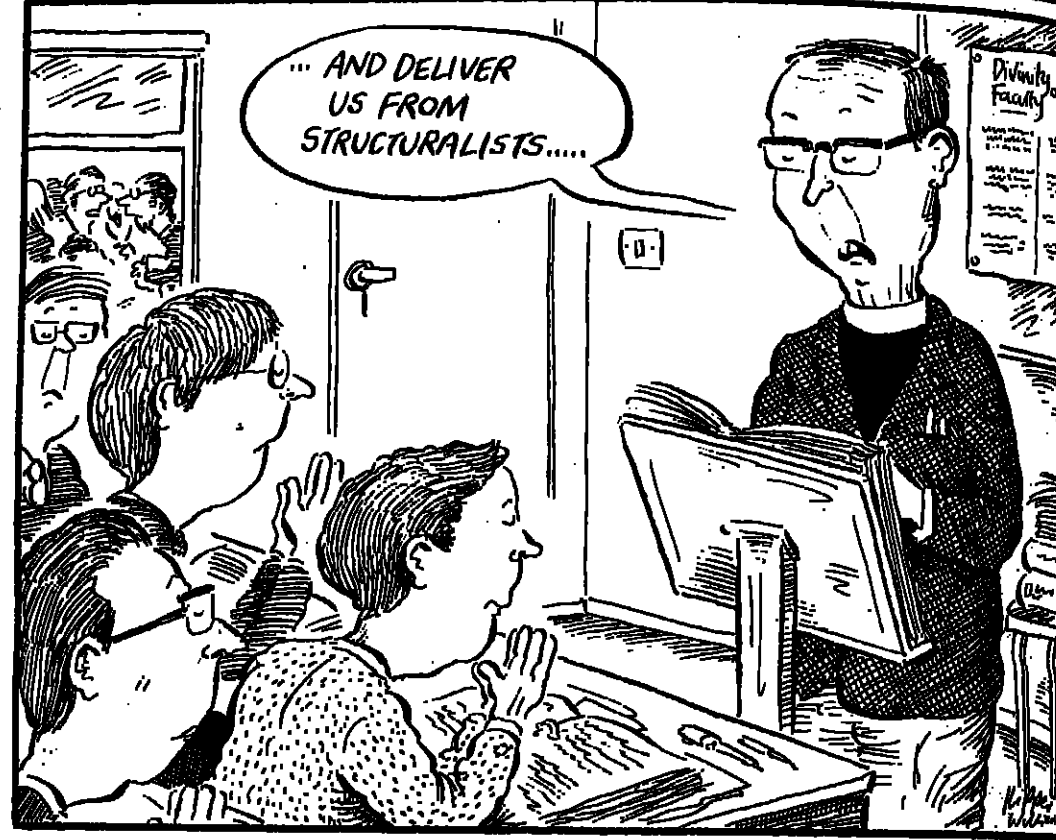
Intending Catholic priests would usually take a six or seven year course at one of the 10 Roman Catholic seminaries: there are four in England, two in Scotland, and English and Scots colleges in both Rome and Spain.

Some of the ordinands are graduates, though usually in disciplines other than theology, and seminary training, based as would be expected on biblical studies, philosophy and theology, also includes courses in radio and television communication and work with the media.

Many denominations, including the Congregational churches and the Free Church of Scotland, actively encourage those intending to enter the ministry to take an arts or science degree first. The majority of Anglican ordinands are already graduates: of the present 753 candidates training in the church's 14 residential colleges, 484 already have a degree.

The strength of the links between Anglican theological colleges and universities varies from area to area. Ordinands were trained originally at Oxford and Cambridge, but by the end of the nineteenth century, the increasing secularization of the foundations of theological colleges, and men with only a degree in theology were no longer considered adequately trained.

There is now no single university theology faculty which can completely



cover the training for an Anglican ordinand. Theology graduates must live in a residential college for two years; other ordinands for three.

But there are still strong links with the universities. The Anglican communion includes the Episcopal Church in Scotland which has a theological college in Edinburgh, training both Scottish and English ordinands. For the past decade it has placed almost the entire responsibility for its academic training on Edinburgh University's divinity faculty.

Ordinands can gain exemption from various papers in the church's General Ordination Examination through many university courses such as scripture, doctrine, church history, liturgy and ethics.

At Cambridge, there are two Anglican theological colleges in a federation with a Methodist and United Reformed College which three years ago established the Cambridge Federation Examination in Theology, a certificate recognised by the university's theology faculty, and giving exemption from the GOE for the Anglican ordinands and the equivalent examination of the two other faiths.

The Church of Scotland is unique in that its church colleges are the divinity faculties of Aberdeen, Edinburgh, Glasgow and St Andrews universities. Until recently, it was only possible to do a B.D. as a second degree. Now only

those who have been accepted by the church as ordinands are entitled to a Scottish Education Department grant for this course, and it is increasingly common for ordinands to take a B.D. as a first degree followed by a diploma in ministry or pastoral theology.

Every system could be seen as having its strengths. The Church of Scotland training, true to its Calvinist tradition, is by far the most academically slanted. A church can decide within its own college that these are its standards, these its teachers, and none will interfere with its decisions. But the Scottish divinity faculties are exposed to international theological standards, and have achieved an ecumenical breadth of staff, including Anglicans, Roman Catholics, Baptists, Methodists and Greek Orthodox.

The Roman Catholic breadth comes from its continental links, and it shares its devotional strength with the Anglican faith, which tempers its home based training with academic theology. Instead, there has been a growing criticism in the Church of Scotland of the lack of the spiritual dimension in training through a university, in which someone training for the ministry of the Kirk can be taught theology by a Roman Catholic professor.

But divinity faculties are not the sole preserve of intending ordinands. Around a third of students are studying divinity for their own interest,

seeing it perhaps as a valid pursuit on humanity or their own expertise.

This interest in the divinity faculties has remained constant despite a astonishing increase in religious studies courses over the past 15 years. Its subject had previously been taught where it impinged on other subjects, for example, an Arabic studies course might include Islam, Sanskrit and Buddhism.

But the boom began in 1960 under the aegis of Ninian Smart at first established a religious studies department at a major reputable academic subject, a synoptic approach to religions which was not apologetic, seeking to proselytise or defend. One universities such as Sussex, Stirling and the Open University have been swift to take it up, studying diverse subjects as African and Chinese and Japanese religions, atheism and humanism.

The mushrooming of the subject has been pragmatic rather than preplanned, recognising the motivation of the students wishing to take the course, and recognising the contribution of religious studies to the broader curriculum.

Neither the burgeoning religious studies nor the longer established more vocationally oriented courses appear to be undercutting one another. In a society constantly described as increasingly secular, it seems a very interest in matters religious not only survives, but is thriving.

universities are not enthusiastically sharing present public expenditure with the private sector.

Up to this point, at least, the government has not begun to subsidize for the private sector. This does not necessarily mean that arguments of proponents have carried less weight than those of opponents. In fact, the government may have been edging close to beginning such a policy a few years back. It is a nation's deep economic crisis that has become the most crucial factor.

Brazil's "economic miracle" is a strong steady GNP growth, unrivalled in the late 1970s. Soaring costs have played a major role, exacerbated by Iran's war with Iraq. Brazil's private supplier, Auster economic policy in effect. Spoken in public by the government's secretary, it seems to be the government to pledge more resources to private higher education.

Thus, the face of Brazilian private higher education may change greatly in the next few years. Economic austerity may restrict university expansion, but it may force unaccommodated private institutions into the private sector. It may mean continued limited private income. Together these developments may lead to a new era of private higher education.

Not least, the use of tuition to fund private institutions may be reduced. The government may be forced to subsidize private institutions, or it may be forced to subsidize public institutions. The government may be forced to subsidize private institutions, or it may be forced to subsidize public institutions. The government may be forced to subsidize private institutions, or it may be forced to subsidize public institutions.

Events

CONTINUING EXHIBITIONS
Until March 20, Arts Centre Gallery, University of London Institute of Education. Steven Josty, Aidan Boyce, Farideh Abouzar, Emmanuel Okwabi: life drawings, prints, furniture perspectives.

Until March 20, Centre for the Arts, University of Birmingham. Julia Griffiths: Czech Chic, prints and drawings.

Until March 22, Whitechapel Art Gallery, London. Tony Cragg: arrangements of coloured plastic and metal found objects.

Until March 27, Impressions Gallery of Photography, York. Ralph Gibson: *The Black Series/Recent Nudes*; Nigel Ingle: *Jealousy*.

Until April 12, Whitechapel Art Gallery, London. Joseph Cornell: "magical boxes" and collages. Each Sunday for duration of exhibition two programmes of films by Cornell will be shown at 12 noon and 4pm.

Until April 17, Bedford Way Gallery, University of London Institute of Education. Dore Hubbard: sculpture and drawings.

Until June 14, The British Library, London. Centenary exhibition of letters from the Paul Hirsch Music Library and from the Olga Hirsch Collection of decorated papers.

From April 10 to May 17, Serpentine Gallery, London. Giacometti: sculptures, paintings, drawings.

EVENTS
Friday March 20, Goldsmiths' College, London. Third World Cinema Course shows *To Live in Freedom*, a film about Palestine.

Friday March 20 and Saturday March 21, Arts Centre, University of Warwick. *Arthur Wing Pinero's Dandy Dick*, performed by the Cambridge Theatre Company.

Friday March 20 and Saturday March 21, Vandyck Theatre, University of Bristol. *Alf's Well that Ends Well*, performed by students of the department of drama, and directed by Olympe Wickham.

Friday March 20 and Saturday March 21, Theatre Royal, York. Visit from the Kent Opera. (Tour includes Tuesday March 24 until Saturday March 28: Theatre Royal, Norwich, and Tuesday March 31 until Saturday April 4: Cambridge Arts Theatre.)

Friday March 20 and Saturday March 21, Theatre, University of Birmingham. *Faust* by David Har, performed by the studio company.

Friday March 20 and Saturday March 21, Arts Centre, University of Warwick. *ACDC* by Heathcote Williams, presented by the drama society.

Friday March 20 and Saturday March 21, Arts Centre, University of Stirling. *Late Night Revue* presented by the dramatic society.

Saturday March 21, Goldsmiths' College, London. Goldsmiths' Symphony Orchestra conducted by Arthur Davison play works by Mozart, Dvorak, Beethoven and Elgar.

Saturday March 21, Crewe and Alsager College of Higher Education, 11.30am to 5pm. Poetry Festival. Adrian Henri, Adrian Mitchell, Vicki Reaver, Liz Lockhead, Andrew Motion.

Tuesday March 24, Arts Centre, University of Stirling. Reading: "The Love of women and the Love of God: the contrary words of metaphysical poetry, by Neil Koble.

Tuesday March 24 until Saturday March 28, New Theatre, Oxford. Welsh National Opera perform *Tosca*. (Tour includes Tuesday March 31 until Saturday April 4: Bristol Hippodrome, and Tuesday April 7 until Saturday April 11: Gaium Theatre, Southampton.)

Wednesday March 25 and Thursday March 26, Arts Theatre, University of Stirling. *Mud Luta Theatre presents Old World by Aleksei Arbusov*.

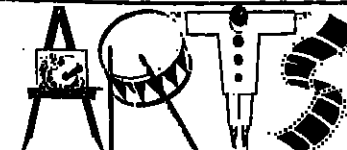
Saturday March 28, Goldsmiths' College, London. 3pm: Talk by novelist Penelope Lively.

Thursday April 2, Crewe and Alsager College of Higher Education. Lunchtime talk: "Heavy Picture Tells a Story: Victorian narrative painting" by Peter Rose.

Friday April 3, Goldsmiths' College, London. Third World Cinema Course showing of a Lebanese/Syrian film: *Paradise on the side of the poor*. It is not enough.

Thursday April 7 until Saturday April 11, Arts Centre, University of Stirling. Visit from the Scottish Ballet.

Kenneth Parker on the new course in cultural studies at North East London Polytechnic.



A bridge between the disciplines

A new honours degree in Cultural Studies started at the North East London Polytechnic last October. It is designed and taught by staff from several disciplines (notably literature, history, philosophy, sociology, economics and aesthetics), and the main aim is to investigate the variety of theoretical frameworks in which the study of culture and society can take place.

Students will be encountering many cultural forms competing for legitimacy and attention, but where no single received form can be assumed to be inherently meaningful to them. So to try and clarify the meanings of selected forms in an historical and situational way is one of the objectives.

What we characterise as cultural forms in two cases — those of literature and philosophy — correspond to established humanities disciplines; the third — that of popular culture — represents an emergent grouping. Consequently, in our study of British culture and society from the 17th Century to the present day, we recognised two key determinants: firstly, that the course is in many ways rooted in established forms of academic discourse (which will, themselves, be subjects for scrutiny in the course); secondly, that even when we stress the relatedness of cultural forms to each other, and to the circumstances of their occurrence, we recognise that specialised forms require specialised attention.

The first year of the course has a common programme, taken by all students. It examines the various cultural forms in the specific context of Britain in the 17th and 18th Centuries, and their relevance to the present day. At the end of the first year students choose ONE major cultural form: either literary culture, or philosophy and sociology, or popular culture, which is studied in depth for the following two years. This specialised study of one cultural form is continued in conjunction with further studies in the core areas of history and cultural theory.

Throughout these three years the equivalent of about half a day a week will be devoted to a "Cultural Workshop" in which students will take part in practical investigations (visits and productions, for example), and in the development of skills of survey methods, foreign language study, video, and computing, depending upon individual need.

The core course in Structural History

deals with social structure and change affecting Britain from the beginnings of urban society to the present.

Cultural History will look at the institutional and social basis of British culture. Some of the key themes are: the role of religion; the character of urban and rural societies; the cultural formations associated with different social classes; the role played by institutions of cultural provision; the role of the State in relation to culture; cultural formations surrounding patterns of sexual differentiation.

The core course in *Cultural Theory* will try to give an understanding of the major theories which attempt to explain the relation between culture and society.

There are three "theme areas" of specialization: literary culture, philosophy and society and popular culture. A student chooses one of these at the end of the first year, and studies that theme for two years in conjunction with the work in the core studies. Thus, while someone who chooses Literary Culture will meet only other students who have chosen that theme for one half of the course, for the rest of the time the student will in the core studies be meeting people from the other theme areas. Each theme has three elements, which are in turn closely related to the issues being dealt with in the core studies during any given term.

It is dangerous to generalise on the basis of one term's work, but the first intake of 36 students offers an interesting insight into the nature and capacity of those who find the course attractive. The majority have three rather than two A levels or their equivalents; a substantial minority have been in full-time employment and intend to return to their chosen careers (mainly in the caring professions, community work, and the media) but face the need to re-inforce their activities with what they consider to be relevant study; all are active participants in the business of making the course work, and I would say their very presence has already begun to have a good effect on the corporate life of N.E.L.P.'s Barking precinct. Finally, it has been rewarding to find career advisors have directed selected students to our course. It all sounds too good to be true. But it is, and we are to coin a phrase "over the moon".

The author is principal lecturer in literature and course tutor for the cultural studies degree at N.E.L.P.

Rock goes to college at Manchester

It looks as though academic respectability, which Andrew Lloyd-Webber was once bent on avoiding, is beginning to catch up with him.

The College of Adult Education in Manchester is tomorrow mounting what it claims to be the first serious examination of the work by the rock musical composer and his lyricist Tim Rice.

With an extravagance that an impresario would applaud, the two are billed as "Britain's most talented young men in the whole history of popular musical entertainment".

Lloyd Webber himself never underwent the formal training that other members of his family had, and he even gave up a place at Oxford before the end of his first year.

In tomorrow's one-day session Robin Allan, the college's resident drama tutor is presenting an illustrated historical survey of the work, after which there will be a performance/lecture. One can only hope the songs are spared the indignities of a quasi-literary analysis.

Tomorrow is also the last chance to see the fruits of self-denial by a group of Birmingham actors tackling David Hare's austere play, *Faust*, set in pre-revolutionary China. The 10 men and five women in the cast clearly doubted their durability, and so spent several days on a remote farm in heavy manual labour, existing on a diet of rice and millet.

The director, Mick Green, says: "Of course no-one is pretending that it can even approach the real thing. But there will be moments when, cold, worn out and hungry, an actor will get some inkling of how the peasants must have felt."

Their success is there for the judging at the Centre for the Arts, Costa Green, Birmingham, at 7.30.

A new MA degree in ceramics at the South Glamorgan Institute of Higher Education in Cardiff has been given the go-ahead by the C.N.A.A. It is the culmination of three years planning and is only the second higher degree course in ceramics to be approved by the council. The other is at Stoke-on-Trent.

Understandably, the institute can hardly hide its delight, and predicts that the course will attract high quality students from all over the country. The degree complements the existing MEd in art education.

Middlesex Polytechnic has an engaging programme for its symposium, *Oral Literature and Literary Theory*, on April 24. Topics include verbalization in Somalia (from Professor B. W. Andrzejewski of the Department of Africa at SOAS), and *Words, Music and Memory* (Dr. John Smith of the school's Department of Indology). The Celtic, Bantu, Early Welsh and Zulu traditions are also on the agenda. The fee for the day is £4.50 and details are available from Dr. M. P. Ryan at Middlesex Polytechnic.

Leicester University has opened its doors to the public — its kitchen doors. Anyone prepared to pick a passage through the union's dustbins and empty beer crates to the disused kitchen can enjoy the use of the university's first "Practical Art Studio". It is open to all comers, and already its users are drawn from Town as well as Gown. Needless to say, the experiment has been dubbed Kitchen Sink Art, and the chef de cuisine is Alan Calne, art tutor in the Department of Adult Education. There are organised classes, but informal dabbling is allowed. An exhibition is in the pipeline.

Animals are stealing the show, by design, at the launch of the British Library in Great Russell Street.

London. Last week saw the opening of a small exhibition of Persian, Mughal and Turkish manuscripts. Artists working at the various great centres of painting in Iran, at the palace studios of the Ottoman Turkish sultans or at the court of India's Mughal emperors, were great portrayers of animals. Items on display include a poem about a love-lorn youth fleeing in the desert to live among wild animals, and a story of some creatures so infuriated by Man's treatment of them that they formulate a complaint to Solomon.

The exhibition runs until September 6, and is open between 10.00 am and 5.00 pm on weekdays, and between 2.30 pm and 6.00 pm on Sundays.



Practical cats: on top is one of Eugene Minkowsky's creations, featured in his first American one-man show. He is probably best known for his acerbic pen and ink drawings in *The New York Times*, and his pastel sketches for the cover of the *New Yorker*. The exhibition is at the Galerie St. Etienne, New York, until April 11.

Underneath is the unrelated creature in this water colour, by Marie Engel. The decorative initial is one of 160 items in an exhibition of modern calligraphy called *The Art of the Scribe*.

It assembles the largest collection of work by 20th Century scribes to be shown in Britain for over 12 years. It also marks the sixtieth anniversary of the Society of Scribes and Illuminators.

The exhibition, at Leighton House, Holland Park, will be opened by the jazz musician Humphrey Lyttelton, a keen supporter of the hand-written word.

It is open until April 11, and then travels to Birmingham and Doncaster.

The departments of German Studies and Italian Studies of Lancaster University are organizing a photographic exhibition called *Art and Propaganda in Fascist Italy and Nazi Germany*.

It will be held in the Visual Arts Centre (Pendle College) from April 27 to May 8. To coincide with the exhibition, a one-day conference will be held on May 8. Its topic will be "The Making of Consensus in Fascist Italy and Nazi Germany".

Richard Hoggart, warden of Goldsmiths' College will deliver the Ian Gulland memorial lecture on Tuesday in the college's science lecture theatre. His title: "The Great Tradition: Thirty Five Years On". The lecture will survey various aspects of adult education over a thirty five year period. It will describe the developments and changes during that time and will examine both the present role of adult education and its future development.

This is the fourth address in the series of annual lectures which have been endowed in commemoration of the life and work of Ian Gulland, the former principal of the Department of Adult Studies at Goldsmiths.

Alan Franks

A continuing haemorrhage: the other Irish question

Speculation in Northern Ireland about the future pattern of further and higher education in the province has increased recently as the Review Body chaired by Sir Henry Chilver continues its deliberations. Set up in late 1978 by the then Secretary of State for Education, Lord Melchett, the committee is due to report later this year. Its interim report—on teacher education—has led to a storm of controversy and powerful vested interests are ranged around the merger and rationalization of the two Catholic education colleges in Belfast.

There is an extraordinary lack of basic information concerning trends in higher education and, as a result, the present debate suffers from a serious lack of factual content. The first and only in-depth analysis of the subject was carried out by the Lockwood committee which paralleled Robbins in Northern Ireland and reported in the mid 1960s. Lockwood recommended that co-operation and co-ordination should be encouraged between the higher education institutions and that comprehensive data be made available, but, as with some other key Lockwood recommendations, this was not implemented. Consequently it is not possible to answer a whole range of questions on social and educational characteristics of participants in higher education by reference to existing official statistics. The data presented here have been generated in an on-going SSRC funded project on higher education in Northern Ireland currently being conducted by the authors.

The project began in early 1980 and the data collection phase entailed two stages. Firstly, data were obtained from the Northern Ireland grant awarding authorities for all students first receiving a grant in 1973 and 1979. Grants for education students awarded by the Northern Ireland Department of Education (DENI) are not included in our figures at this stage, with 153 new entrants in 1979-80 at the New University of Ulster and 142 at Ulster Polytechnic falling in this category. By the same token, no part-time degree students or students taking Diploma or Certificate courses are included in our data set. Secondly, each of the 6,072 students in the two cohorts was sent a questionnaire to obtain additional social, educational and attitudinal information. This article presents some of the early results from the first phase of the study and, it is our hope that, it and a fuller report to be published shortly, will provide a more informed basis for deliberations and debate.

While the Lockwood Report, as with the Robbins Report in Britain, has undoubtedly influenced the subsequent development of higher education in Northern Ireland, its proposals were not implemented in full, and its quite carefully laid plans were formed prior to the development of the binary system. Lockwood recommended setting up the New University of Ulster at Coleraine, and this decision became the focus of much of the debate which ensued. A debate concerned more with the location of the new university rather than with the future provision of courses and places. The recommended establishment of the Ulster College (later the Polytechnic) was then, essentially, an attempt to rationalize existing further education provision; i.e. below degree level.

The Lockwood Report forecast that by the mid 1970s Queen's University, Belfast, would be unable to cope with projected increases in undergraduate numbers in the province and that by 1980 a second university might provide for up to 6,000 students. In fact, during the 1970s the proportion of the total cohort of students entering Queen's Belfast (QUB) has fallen sharply: the share of student numbers taken by the Ulster Polytechnic (UP) has more than doubled, and the New University of Ulster (NUU) while maintaining a steady proportion of each year's cohort of entrants to higher education, has not grown as Lockwood anticipated. The reasons for these trends and their relationship to each other are largely uninvestigated and hence have become subject to unfounded speculation.

Lockwood's planning was based on a number of key assumptions of



New research suggests that Northern Ireland is losing many of its ablest students to higher educational institutions on the mainland, according to Robert Cormack, Robert Osborne, Norma Reid and Arthur Williamson.

which two in particular have, in the event, been proved to be invalid, overtaken perhaps by changing social trends and influenced by 'The Troubles' in the 1970s. These assumptions were (a) that the only higher education provision would be located in the existing Queen's University and the new university to be located in Coleraine, and (b) that flows of students out of Northern Ireland would broadly balance the inflow from the Irish Republic and Great Britain.

The development of Ulster College as a polytechnic offering degree-level courses and attracting large numbers has dramatically altered the envisaged distribution and provision of higher education places in Northern Ireland. Moreover, this and other developments have proceeded without there being any systematic co-ordination and co-operation between the three institutions.

Secondly, contrary to expectations, the inflow of students has not matched or balanced the outflow, nor have these flows been at the low level projected.

Table One shows the extent of outward migration from Northern Ireland, the rapid growth of UP and the decline in the proportion of entrants going to QUB. From this table it is obvious that it is important to discuss the social and educational characteristics of two groups of students: those leaving Northern Ireland and those attending each of the three Northern Ireland institutions. Further analysis of our questionnaire data will provide information of a level of 1973 and 1979 students to the four categories of destinations.

In 1973 two out of every five Northern Ireland students left the Province to enter higher education whereas the Lockwood planning assumption was that the figure would most likely remain at the 1963 level of 6 per cent, roughly balanced by the net student loss to Northern Ireland was in the region of 100, by 1979 it was 1,000. This imbalance may well have resulted in part from the desire of many Ulster young people to leave. 'The Troubles' behind them and the 'pull' of the rapid expansion of higher education places in Britain. 'The Troubles' have also virtually stopped the flow of students from Great Britain, with only 62 entering the two universities in 1979-80. By the end of the 1970s as shown by table 1, this outward trend was slackening somewhat, a point discussed in more detail below. However, it was still running at over five times the Lockwood estimate of 6 per cent, and the net loss of about 3,000 students, based on the usual doubt the most noteworthy statistic of higher education in Northern Ireland today. Moreover, preliminary analysis of our questionnaire data suggests that students leaving the Province tend to have higher A level scores than those remaining, and that several years after leaving Northern Ireland to obtain a degree either eighty per

cent of those leavers had not returned. The serious manpower and social structure implications of this trend begin to emerge when other characteristics of those leaving Northern Ireland are considered. Student destinations, show some interesting trends over the six year period. The Republic of Ireland traditionally has had a flow of Northern Ireland students with Trinity College, Dublin, the preferred university. Lockwood's 1963 figures showed that 12 per cent of Northern Ireland students went to the Irish Republic, and by 1967 this had risen to 16 per cent. However, by 1979 the figure for all institutions in the Republic had fallen to just over 4 per cent. For destinations in Great Britain, the North West of England and Scotland have remained popular; while destinations in more southerly parts of England have declined in popularity during the period under review.

In terms of religion, striking differences and changes seem to be evident. The figures relate to the religious affiliation of individuals — full details on the derivation of this report will be given in a forthcoming report. The most important aspect of table 3 lies in the considerable drop in the proportion of Catholics leaving Northern Ireland for higher education. The 1973 figure of 36.2 per cent has fallen to 24 per cent in 1979, while the Protestant figure for the same period fell by only 4.1 per cent. Hence the decline in the overall proportion of Northern Ireland students leaving the Province, discussed above, would appear to be mostly due to Catholic students moving to higher education in Northern Ireland. However, in this context it should be noted that of the 4 per cent now studying in the Republic, the majority are now Catholic.

To address this question of where Protestants and Catholics go, Table Three gives the proportional distribution of the two groups between the three Northern Ireland institutions and those leaving Northern Ireland. Care should be taken not to misinterpret these figures in terms of the composition of individual institutions; the proportion of Protestants and Catholics entering QUB has declined slightly since 1973; a similar trend was noted at NUU for Protestants but not for Catholics. The UP has increased dramatically in representation from both groups, but particularly for Catholic entrants.

The Robbins Report was concerned with the widening of ability, particularly identified as the underrepresentation of women and of students from working class backgrounds. As we will show, women in the period since Lockwood/Robbins have markedly improved their representation. Recently, however, Rhodes Boyson has expressed concern regarding a decline in recent years in working class representation (THES 20.8.81). Northern Ireland's working class students in higher education are noticeably higher than students from the same

background in the UK as a whole. In 1979, 28.4 per cent of Northern Ireland students came from working class backgrounds (Registrar General's social classes I, II, IV and V) while UCCA reports a figure of 22.3 per cent for the same group for the same year in the UK at large; moreover, our NI 1979 figure represents a 2.4 increase since 1973. The representation of the upper social classes (RG's I and II) is roughly comparable to the UK figures and does not appear to have changed in any marked fashion since Lockwood. It is with clerical workers (RG's I, II, III, IV and V) that we find a marked decline and an under-representation compared to the UK: a decline from 13.5 per cent in 1973 to 9.2 per cent in 1979, compared to a UK figure of 13.4 per cent.

In terms of sex, it is notable that in all cases women have increased their representation.

Overall, women increased their representation in higher education from 40.1 per cent in 1973 to 43.5 per cent in 1979, and this represents a major change since the Lockwood Report, when a figure was recorded of 26.3 per cent in 1963. Inspection of the above table shows that female representation has increased most dramatically for the Ulster Polytechnic in 1973, 32.2 per cent of its students were women, rising to 48.4 per cent in 1979. Put another way, 6 per cent of Northern Ireland women in 1973 went to UP, but by 1979 22 per cent went there. The increased overall representation of women students needs to be considered in the light of the individual courses taken. Our evidence suggests that there is not an 'across the board' increase in representation, but rather that the impact is confined to selected areas.

While awaiting the Chilver Committee's final report, much speculation and rumour circulates in the Province, mostly on the pessimistic side: the closure of institutions, the running down of departments, redundancies. However, to take a more optimistic view, the aim of the forthcoming report is to sustain and strengthen the three existing institutions, then certain comments can be made in the light of the data presented here. In this instance, the size of the Northern Ireland pool of students and its distribution is critically important. During the 1970s both the Northern Ireland age participation rate and the qualified participation rate have increased (as measured in terms of our data) but, with the impending decline in the future 18-year-old age cohorts, the

main issue will be the movement of students into and out of Northern Ireland. The numbers entering Northern Ireland are likely to remain small and the annual cohort remain a small province, then it is the net loss of approximately 1,000 students per year which is at issue. To ensure adequate number of students for the viability of the three institutions the restrictions could be placed on Northern Ireland students leaving the Province—for example, by only granting to those students wishing to study a course not available in the province, or when a student has been rejected by a Northern Ireland institution. Such a restriction on place of study by the grant-awarding body has already been applied in the case of teacher training since 1976, but across the board strategy could have political implications, being construed perhaps as a restriction on the free movement of citizens within the UK, and risks 'ghettoising' Northern Ireland even more. One other suggestion for increasing the Northern Ireland pool relates to diverting the demand for places in the Republic northwards. In an EEC context it might well be considered, but it has obvious political implications. The Northern Ireland pool is not to be augmented in these ways, then it is probable that, at the very least, course rationalizations both within and between the three institutions will become necessary. The latter option would at least have the advantage of containing controversy to the higher education sector, unlike the latter proposals for teacher training.

These strategies are either totally exclusive or even the only one available to the Chilver Committee with much hinging on the still pending decisions on teacher training and the final report is published as well to see a continuation and heightening of speculation and rumour; however, hopefully, attention will now be directed to the more factual issues.

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TABLE 1—PROPORTION OF ENTRANTS TO FOUR INSTITUTIONAL CATEGORIES FOR 1973 AND 1979 (100 PER CENT SAMPLE)

	1973	1979
QUB	45.0	40.3
NUU	4.3	10.8
UP	7.4	17.6
Non NI	38.3	32.2
Total	2,479 (100%)	3,596 (100%)

TABLE 2—HIGHER EDUCATION DESTINATIONS OF NORTHERN IRELAND ENTRANTS FOR 1973 AND 1979

	1973	1979
Northern Ireland	60.2	62.2
Republic of Ireland	6.8	4.3
Scotland	8.4	6.3
Wales	1.3	1.9
North and Yorkshire	4.6	3.3
N.W. England	6.1	6.0
E. and W. Midlands	4.2	3.1
E. Anglia	2.4	1.5
London	2.6	1.9
South-East	3.9	2.9
South-West	2.4	1.4
Total	2,468 (100%)	3,588 (100%)

TABLE 3—ENTRANTS TO THE FOUR INSTITUTIONAL CATEGORIES BROKEN DOWN BY RELIGION FOR 1973 AND 1979

	1973	1979
QUB	43.4	40.3
NUU	7.7	8.1
UP	7.3	17.0
Non NI	41.7	34.6
Total	1,457 (100%)	2,028 (100%)

TABLE 4—PERCENTAGE OF ENTRANTS TO FOUR INSTITUTIONAL CATEGORIES BROKEN DOWN BY SEX FOR 1973 AND 1979

	1973	1979
QUB	40.1	38.3
NUU	42.0	41.1
UP	32.2	48.4
Non NI	41.4	43.3

The 1981 Census is a lost opportunity for social science, argues Martin Bulmer

A search for the missing links

Social science research is not, in general, very intrusive. The ordinary member of the public is only rarely asked for a social research interview. By April 5 this year, however, the date of the eighteenth decennial Census of Population, the head of every private household in the country will be delivered a form containing five questions about the dwelling in which they live and sixteen questions about each individual living in that household on Census night, April 5. This is the largest, most expensive and most intrusive social research exercise of the decade, which will impinge upon every household. Social scientists will be prominent among the many future users of 1981 Census data. Yet paradoxically, the 1981 Census is a missed opportunity so far as social science is concerned.

The reasons for saying this lie mainly in the content of the census schedule delivered to each household. The questions asked in 1981 include the number of rooms and amenities in the house, type of tenure and number of cars. They go on to cover for each individual their sex, date of birth, marital status, relationship in the household, country of birth, occupation, employment, journey to work, higher educational qualifications and address one year ago.

Compared with recent censuses, the schedule is shorter than in the past, excluding questions on fertility, lower educational qualifications and five year migration. Moreover it also excluded questions which are standard in other countries' censuses, notably income, race, and (except in Northern Ireland) religion.

Before explaining why this opportunity has been missed in 1981, distinguishing features of censuses will be very briefly outlined. Censuses go back to Babylon, ancient Egypt and the Roman empire, when they were both a means of counting and of taxing the population. Joseph and Mary travelled to Bethlehem for the census. The Roman censor was an official responsible for conducting the census as well as collecting taxes and safeguarding public morals. Modern censuses, which date from 1790 in the US and 1801 in Britain have no connection with taxation, and are purely and exclusively a means of collecting statistical data for policy purposes.

The census, carried out by personal enumeration, is universal, simultaneous, and carried out every ten years by the government. It is compulsory. Unlike a sample survey, it covers the whole population. It therefore provides coverage down to small geographical areas and small social groups in the population. The census is a very large-scale operation and requires the temporary employment of many part-time census enumerators. The cost of the 1981 British Census is estimated (in 1978 prices) at £45 m.

As a census requires legal compliance, its contents is scrutinised very closely. The Office of Population Censuses and Surveys (OPCS), the Government departments that conduct the census, consults census users and prepares proposals.

The content of a modern census is determined ultimately by Ministers and Parliament, which debated the 1981 Census in April 1980. Although the scope of questions included in British censuses during the twentieth century has grown, only those which are of direct interest to the most important users of census data—central and local government—stand, a realistic chance of inclusion.

Two prime examples of questions not included on the census schedule, despite their major policy relevance, are income and race. A question on income is included in the United States and Australian censuses without, apparently, creating major problems. It was seriously proposed to include such a question in the 1971 British census. Its inclusion was strongly pressed by almost all users of census results. Yet in the end it was rejected. There was modest public resistance to the question in the census test, and cold feet in the Labour government about its political implications. Yet the census is the only source of social data down to the level of very small areas. It is widely used in planning services such as



housing, education, personal social services and transport. Income data would be invaluable in social policy-making and research, since income influences directly people's access to different services and their capacity to make use of social facilities and economic opportunities. Yet the case in 1971 for the inclusion of income was lost.

In 1981, the case for a question on race and ethnicity, also strongly pressed by census users, was lost. The rationale for such a question lies in the existence of differences in condition and structural situation of different groups in British society. So long as these exist the need for a means of comparing the employment, housing, education and demographic situation of minority groups with that of the majority is a valid one. The OPCS undertook more than four years of methodological research to try to devise a satisfactory direct question for each person to identify themselves as belonging to a particular ethnic or racial group. The final version of the question was included in half of the schedules distributed in the Haringey census test of April 1979.

The results of this test were not entirely satisfactory, due to a well-articulated local campaign of criticism and non-cooperation, even though the same question has since been used in very large-scale social surveys without problems. In the event, the government decided to drop altogether both a direct question on race and its alternative, a question on parents' country of birth. Those arguing in favour of the question to the end included the Commission for Racial Equality. Vociferous opposition was expressed by some black organisations, on political grounds, and by a number of academic social scientists, most of whom based their position on political rather than technical considerations.

The unfortunate result is that the 1981 census will yield little useful information about the social conditions of different racial and ethnic groups as a basis for policy-making in the 1980s. Black Britons, for example, will become statistically invisible. The contrast with the United States, where census data on race is collected as a matter of course, could not be sharper. There such data feeds into allocation of public expenditure, formulation of policies to deal with racial disadvantage, the arguments of civil rights organizations and academic studies. When white particularly politicians in our recent debates was the picture of so many social scientists cutting their own throats, to prevent the census being 'useful' to social science.

So how does one explain the present dismal state of affairs, when census content is cut precisely in areas of greatest interest to academic social researchers?

A very important general consideration is undoubtedly the extreme volatility of the census. Despite the fact that modern censuses are purely information gathering exercises, with no administrative function within

government, there are bound to be public anxieties about the questions asked, and what happens to the information once it has been collected. The main safeguards against this lie in the law governing the conduct of the census, and in the absolute confidentiality of individuals' census records (as distinct from the aggregate census results in which individuals cannot be identified). Special statistical techniques are used to prevent inadvertent disclosure. The information about individuals collected is not available to anyone else outside the Census Office (here or abroad) under any circumstances.

The most dramatic example of this occurred in the United States in 1942 immediately after the Japanese attack on Pearl Harbour. The American War Department was rounding up people of Japanese descent and transporting them inland to camps and wanted to use the census to facilitate this. Because of a law which prohibits disclosure of census data furnished by individuals, the Census Bureau could, and did successfully, refuse to give out the names and addresses in the War Department.

The record of the British Census is equally good. Maintaining privacy and confidentiality is a particular concern in the conduct of the census.

At the time of the 1971 Census there was a good deal of ill-considered and rather inflammatory criticism of the census by the National Council of Civil Liberties and the Liberal Party. Awareness of the possibility of such campaigns inevitably influences politicians and Whitehall officials. Jeremy Thorpe's well-publicised campaign against the 1971 Census showed that a census can have prominent enemies. It has even prompted friends, even among OPCS, for there are few votes in pushing for more government information. The policies of the present government, however, do not adequately explain the narrow focus and lack of social initiative shown in British censuses, compared to those held in the US, Canada or Australia.

A more plausible explanation lies in the caution of the OPCS. Officials are legitimately concerned to gather as high quality information as possible with the minimum of difficulty. Questions may be excluded not only if they arouse public opposition, but if they receive less satisfactory answers than other questions and so affect the overall quality of the census results. The census offices tend to adopt as low-key a posture as possible, almost as if they hope that people will not notice that the census is happening. Fear of public criticism and media campaigns makes them more cautious about the content of the census.

Census users, however, make in the planning process strong representations about what topics should be included. Users include not only academic social scientists (probably in a minority) but also researchers in central and local government, quantitative independent institutes and elsewhere. Academic social scientists,

however, have a particular responsibility, both because they tend to be more articulate on public issues, and because they are not constrained by their employment from speaking out. They need to liaise more adequately with census users inside government. Those doing social research within Whitehall (an increasingly embattled group), share similar interests with university social scientists but suffer from their marginal position in government and the tendency (economists and statisticians excepted) for academics to look down on them as a lower caste. If there were better liaison, the case for questions on topics such as race and income could be pressed more forcefully.

The academics also fail to present their own case effectively. The SSRC has not taken it upon itself to push strongly the interests of social scientists in census planning. The Census Research Group does do a useful job of liaison between academics and census officials, but it is relatively small and lacks the impact which the SSRC or major professional associations could have.

In some disciplines, notably sociology, a minority of scholars have developed a theoretical critique of the state which tends to see any association with Government as tainting. The results of such a politicization of academic discourse could be seen in the debate over the race question in the census, when social scientists critical of such a question pointed to the discriminatory nature of government immigration policy and government's failure in race relations policy. The long tradition of British social policy research in which research has been used as a lever for social change was conveniently ignored.

Another play of those critical of government is to try to impale the census on the horns of what may be called the liberal cleft-stick dilemma. It goes as follows: On the one hand, some kinds of social distinctions—for example, on grounds of race—are socially objectionable. Census questions which draw attention to such differences should not be permitted. On the other hand, in order to devise policies to reduce social inequalities and disadvantages, information about the position of different social groups—such as racial minorities—is necessary for effective action. Therefore census questions need to be asked on subjects like race.

The cleft-stick was much in evidence in the recent debate over a race question. Its effect was mainly negative, since the moral claims of the distinctions are objectionable to school teachers, to be of much greater concern to the more committed social scientists in universities. Indeed, the whole case for social science research needs to be argued publicly much more strongly than it has been. As well as coping with present difficulties, a look forward is needed to the 1991 census, at an early date.

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content is nevertheless striking. Individuals are co-opted onto OPCS advisory committees, but census users tend to be scattered among different disciplines such as economics, geography, demography, social administration, sociology, and planning. None of these disciplines by themselves has a strong enough interest to make its voice heard, yet cross-disciplinary links are weak, and it is difficult to co-ordinate an effective campaign in favour of extending census content. The Social Research Association tried in relation to the race question in the census, and at least made clear that not all social scientists were opposed to the collection of that particular item of important social data.

One argument sometimes heard is that there are better sources of data on certain topics than the census—for example, large continuous surveys like the Family Expenditure Survey and the General Household Survey. Such surveys, however, have marked disadvantages, notably relatively small sample sizes, and lack of useful information on areas much below the regional level. The importance of the census lies in providing social data for areas down to the very smallest; in providing reliable data on small groups in the population (such as racial minorities) which are widely scattered and difficult to study by sample survey methods; and in providing a base line with which the results of other research can be compared. And with the rising cost of large-scale social research social scientists will need increasingly to use secondary sources.

What social scientists in Britain need to do is to think through a strategy to make their voice heard more effectively. A first step must be to persuade OPCS census division that its low-profile approach to census-taking will not necessarily work in the more stormy climate of contemporary census taking.

The much more robust approach of the US Census Bureau shows what can be done. In the 1980 US Census, there were a maximum of seven questions on a person's race, country of origin and language spoken. These questions were included, despite public disquiet, after very widespread census-user consultations. I have described this elsewhere (*New Community* 8, nos. 1-2, Spring 1980, pp. 3-16), but the contrast with the posture of OPCS is most striking.

The census is a compact between the state and its citizens. In return for binding assurances about how census information about individuals will be used and stored, citizens are asked for the public good to provide certain personal information. There will inevitably be controversy over any census because it is compulsory and because of people's suspicions of the government. Given the very strong record of census confidentiality, the case for the inclusion of extra questions can and should be made more vigorously.

The truth is that too many academic social scientists who use census results in their research sit back and wait for the data to be delivered to them. They are likely, in the 1980s, to have to exert themselves much more actively. The thinned-down 1981 Census is only a warning of what is to come. Sir Derek Rayner's review of the Government Statistical Service has recommended 'sweeping cuts', for example, a 40 per cent cut in the staff of OPCS Social Survey Division and the cessation of the General Household Survey, a major source of secondary data for social science research. With cuts on this scale on the cards, the fate of 'in-house' government social research might be of much greater concern to the more committed social scientists in universities. Indeed, the whole case for social science research needs to be argued publicly much more strongly than it has been. As well as coping with present difficulties, a look forward is needed to the 1991 census, at an early date.

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The Methodology of Economics: or how economists explain by Mark Blaug
Cambridge University Press, £15.00 and \$4.95
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by Guy Routh

This is the fifth in the series of Cambridge Surveys of Economic Literature which, under its distinguished Anglo-American board, promises to help economists and their students to keep abreast of this fast-developing subject. How is it developing, into what and with what effect? These are the questions to which Mark Blaug offers much-needed answers. The answers will be valuable to economists anxious to improve the usefulness of their subject, and illuminating to those in other disciplines who, at faculty meetings or appointment boards, may be called upon to make decisions affecting the teaching of economics.

The book is in four parts, and to explain its purpose it may be best to begin at the end. Part four assesses the conclusions to which the previous parts have led, lists briefly the alternatives to mainstream neo-classical economics and prescribes the best way forward.

The 1960s was a decade in which the public esteem of economics and the professional euphoria of economists rose to an all-time pitch. The 1970s, on the other hand, have been full of talk of "crisis", "revolution", and "counter-revolution", amounting at times to a veritable orgy of self-criticism on the part of some of the leading spokesmen of the economics profession.

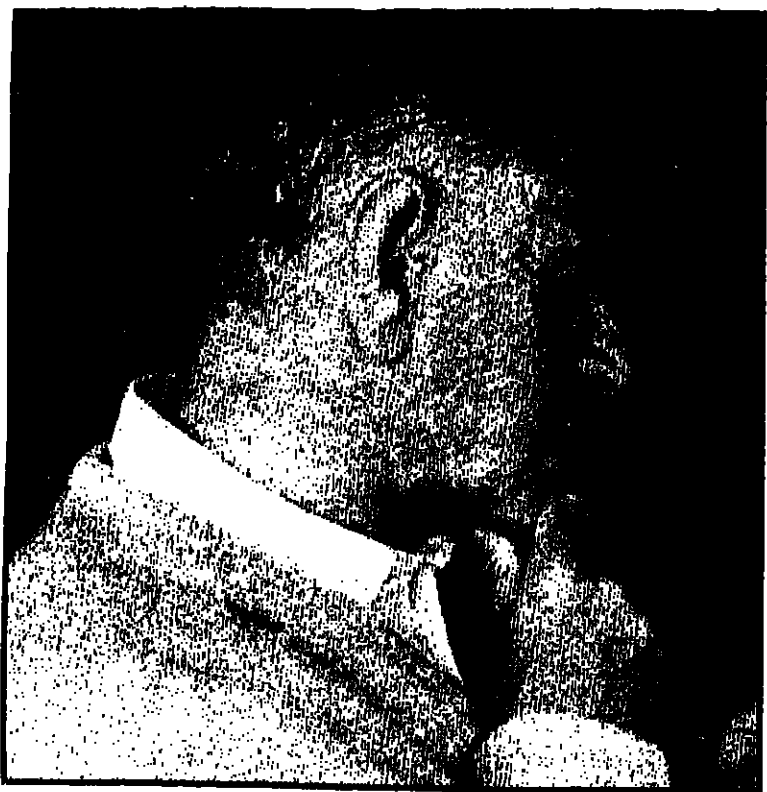
Part three devotes a chapter to each of the nine divisions of which modern main-

The methods of the economic theorists

stream economics consists: consumer behaviour, the firm, general equilibrium, factor shares, capital, international trade, Keynesianism and monetarism, human capital and the recently invented economics of the family. Here, compressed into 90 pages, is what the textbooks say in 600. Of course, a great deal of detail is eliminated, but it is impressive that he manages to explain the main issues and current controversies, as well as to present a critical evaluation. For students, these chapters might best be used as adjuncts to the relevant parts of lectures or textbooks.

Part two is a history of economic methodology—how economists have said economists should set about the study of their subject and the presentation of their conclusions—and part one is presented under the caption, "What you always wanted to know about the philosophy of science but were afraid to ask". Perhaps it might have been better to demonstrate the need for part one by beginning with the critical survey of part three? But this is a problem always with us in university teaching. Should the student begin with methodology, to warn him of the traps and pitfalls that lie ahead, or should he be left to fall into them as being the only way of appreciating the importance of learning how not to?

The 52 pages devoted to the philosophy of science masterfully present the main schools into which this subject has itself relapsed. One is tempted to enter the field with the cry, "Physician, heal thyself!", for if those most logical of logicians cannot agree, what hope is there for the poor creatures whose work they study and whom they purport to advise? It is interesting to note that they cannot even agree on whether they agree or disagree with each other. Kuhn contending they did not. None the less, even their disputes are illuminating for those who try to understand the mysteries of scientific method.



Karl Popper, who insists that "whatever is the origin of scientific generalizations, it is not induction from particular instances".

Professor Blaug devotes a chapter to Popper, then goes on to Kuhn, Lakatos and Feyerabend. It used to be thought that scientists began by collecting and examining the material to be explained, in due course arriving at their theories. It seems, though, that this sensible view began to break down in the latter half of the nineteenth century, to be replaced by the "hypothetico-deductive model", according to which truly scientific explanations begin with the formulation of a universal law plus boundary conditions. To these premises, deductive logic is applied to produce an *explanandum* of whatever is to be explained. Here Popper makes his entrance, so that the philosophy of science "becomes a subject in which we seek methods of appraising scientific theories once they have been proposed". This derives from Hume's objection to generalizations based on induction. The fact that the sun has risen every day for however many days is not proof that it will rise tomorrow. Hence Popper's first commandment: "You can never demonstrate that anything is materially true but you can demonstrate that some things are materially false." Thus he discounts interest in the process of discovery, but "nevertheless insists that whatever is the origin of scientific generalizations, it is not induction from particular instances. Induction for him is simply a myth". Popper constructs a sort of highway code to which scientists, whether as theory-makers or falsifiers, are expected to conform. Theories must be specific enough to permit falsification, immunizing stratagems are to be avoided, and theories judged by the extent and rigour of the tests they have endured.

Popper bathes the scientific process in ambient light. It is now "Let Kuhn be!" that the devil shouts to restore the status quo. Popper has been hypothetico-deductive in arriving at his theory; Kuhn has proceeded by inductive inference through the examination of scientific history. Is this why the sparks flew when they met? In Popper's theory, scientists are always ready to re-examine their fundamental beliefs; in Kuhn's they do it only when an accumulation of anomalies gives them no option, and even then only if alternative fundamental beliefs are convincingly at hand.

Lakatos hypothesizes elements of both systems. Scientific Research Programmes have a "hard core" of preconceptions, without which the programme would disintegrate, protected by a "negative heuristic" (prohibitions of things to modify) and a "positive heuristic" (activities that will promote the system). The programme is "progressive" when it is adding to its initial set of hypotheses, "degenerative" when it is deleting hypotheses, and "stagnant" when it is adding hypotheses without deleting any. Although these descriptions were designed for the natural sciences, they seem to apply equally well to economics. Should economists differ as to which constitutes the hard core, negative and positive heuristics, and whether the subject is progressing or degenerating?

But I am running ahead, for it is only in part two that Professor Blaug examines the methodology of economics, or rather *economists*, for he deals now with what they say they do, leaving an examination of what they really do to part three. He concludes part one by distinguishing between methodological monism—the same requirements of validation for the social as for the natural sciences—and the dualism that takes account of *Verstehen*, the beginning with the formulation of a universal law plus boundary conditions. To these premises, deductive logic is applied to produce an *explanandum* of whatever is to be explained. Here Popper makes his entrance, so that the philosophy of science "becomes a subject in which we seek methods of appraising scientific theories once they have been proposed". This derives from Hume's objection to generalizations based on induction. The fact that the sun has risen every day for however many days is not proof that it will rise tomorrow. Hence Popper's first commandment: "You can never demonstrate that anything is materially true but you can demonstrate that some things are materially false." Thus he discounts interest in the process of discovery, but "nevertheless insists that whatever is the origin of scientific generalizations, it is not induction from particular instances. Induction for him is simply a myth". Popper constructs a sort of highway code to which scientists, whether as theory-makers or falsifiers, are expected to conform. Theories must be specific enough to permit falsification, immunizing stratagems are to be avoided, and theories judged by the extent and rigour of the tests they have endured.

John Stuart Mill, as Professor Blaug demonstrates, was adept at revealing the mechanisms of economic thought. Thus, by the science of political economy, Mill means a body of deductive analysis, resting on assumed psychological premises, and abstracting, even in respect of these premises, from all non-economic aspects of human behaviour.

This is certainly what the great economists have done, but I wonder if Mill means it is what they ought to do? He sometimes gives me the impression that he is lampooning the methods of his autocratic father and his father's revered friend, David Ricardo, as when he explains that as if they thought that competition actually does, in all cases, whatever it can be shown to be the tendency of competition to do. This is partly intelligible, if we consider that only through the principle of competition has political economy any pretension to the character of a science.

We are taken through the ideas of John Neville Keynes: economics "must begin with observation and end with observation", a precept somewhat weakened by the inclusion of introspection as a form of observation. Then comes Lionel Robbins's *Essay on the Nature and Significance of Economic Science* (1932). Previous economists had concerned themselves with the production of material wealth, but Robbins defined it as "the science which studies human behaviour as a relationship between ends and scarce means which have alternative uses". He also rejected the possibility of interpersonal comparisons of utility, on the basis of which Robin Hood and Jesse James conducted their unenviable but, Robbins asserted, there is no means of judging the magnitude of a satisfaction as compared with B's. Blaug comments:

It is peculiar to base so much in the theory of value on the assumption that other people have much the same tastes as oneself, while denying the same sort of reasoning in framing assumptions about other people's welfare.

This leads on to the even more exotic theories of the modern Austrians, including Ludwig von Mises whose "statements of radical egoism are so uncompromising that they have to be read to be believed". After this, it is a pleasure to arrive at the lucidity of Terence Hutchins, who published *The Significance and Postulates of Economic Theory* in 1938. Alas, his strictures went unheeded and as appropriate in 1981 as they were then. Then on to Samuelson, whose preaching have always found to be admirable whatever the state of his practice, and Donald Gordon, who calls for propositions to be operational. Disappointingly, though, he is satisfied as long as they are operationally principle.

After this lucid interval, our credulity is again strained by a consideration of the views of Milton Friedman. In his view it is not valid to criticize a theory because its assumptions are unrealistic. Indeed, if an hypothesis is to be important, it must be descriptively false in its assumptions. It does not matter whether or not theories accord with reality, as long as we use them as if they were true. In this spirit, he is able to assert "that the neoclassical research program has been throughly tested and, moreover, that it has passed most of these tests with flying colours".

Having looked at the methodologies of natural science and of economics, we reach the third stage of our progress: "A methodological appraisal of the neoclassical research program." It is encouraging that Professor Blaug can point to so much that is wrong, for a knowledge of the facts is a prerequisite for their correction.

The intellectual effort that is traditionally devoted to the assumptions at the heart of the consequences of the pure theory of consumer behaviour is almost in inverse proportion to their relative significance. . . . What we cannot do is continue to operate with equilibrium concepts (of the firm) while denying that their consequences are ever observed in the real world.

The marginal productivity theory, he says, has largely remained, throughout its long history, a perfectly general claim without specific content.

In retrospect, the Keynesian-monetarist debate of the last two decades must not be seen as one of the most frustrating and intellectually controversial in the entire history of economic thought, frequently resembling medieval disputations at their worst.

But it is one thing to know the faults and another thing to know how to cure them. The immunizing stratagems of the neoclassical programme have been extraordinarily effective. Kuhn has predicted that switch of paradigm will not take place until a new paradigm is ready to replace the old. But Professor Blaug mentions a number of alternative programmes, and with its own group of adherents has learned journal. Perhaps, as he remarks, we are entering an era with too many competing programmes? Their adherents, with enthusiasm, but in isolation from one another, seeking to answer their *Weltanschauung* in their own terminology. Why are inter-disciplinary and historical but, say, some notable exceptions remain curiously shy of empirical investigation.

Perhaps, after all, Popper's theory does not transplant well to the social sciences. He denied any interest in the process by which theories were produced, but a chemist would dare to propose a natural law if he knew as little about chemistry as neo-classical economists know about the ways of the economic world. The heart of the programme has always been the freedom of the interference of competition and monopolies; competition must operate perfectly. As long as this thought is entertained, economists cannot, as Bagehot remarked, "just a gallery of 'like physiologists' who have never been asked: like astronomers who have never seen the stars." Thus, in the social sciences, it is of the greatest importance to know how the theories have arrived at their theory in order to establish the degree of credibility with which it may be received. It is tempting to think of a Department of Falsification with which each university would be equipped; and to whom the falsifiers would be kept busy; for the theories would come off alive.

Dr Blaug is reader in economics at the University of Sussex.

The Zero-Sum Society: distribution and the possibilities for economic change by Lester C. Thurow
Harper & Row, £7.95
ISBN 0 465 09384 1
Inequality in an Age of Decline by Paul Blumberg
Oxford University Press, £8.95
ISBN 0 19 502804 X

The "zero-sum" society of Thurow's book is one in which, because economic growth has all but ceased, any redistribution of income involves an absolute and not merely a relative loss for some individuals or groups. Since any macroeconomic policy designed to moderate inflation or stimulate economic growth entails some redistribution, Thurow's main thesis is that the American nation must consciously face up, as it has not really had to before, to the problem of income distribution.

His *ad hoc*, but obviously appealing, suggested target is a distribution for the entire workforce corresponding to that presently characterizing employed white males. Attempts to equalize the distribution of human capital by means of education have clearly failed; Thurow's solution is far more radical:

Since private enterprise is incapable of guaranteeing jobs for everyone who wants to work, then government must institute the necessary programs . . . The only solution is to create a socialized sector of the economy designed to give work opportunities to everyone who wants them but cannot find them elsewhere.

This uncompromising conclusion is reached only eight pages from the end of the book; the preceding two hundred pages are in effect three polemical pamphlets on the current stagflationary impasse of the US economy. The first is on the energy crisis. Thurow suggests that the appropriate response to the 1973-74 OPEC oil price rise would at least have included a sharp rise in the domestic price of energy. This would have involved a modest (and in this case regressive) shift in the distribution of income, and was therefore avoided with an absurd mixture of price regulation, fueling attempts at energy conservation, and shortages.

Next, Thurow turns to inflation. There were, he suggests, only five possible responses to the acceleration in the rate of

inflation during the 1970s: to learn to live with it, to deflate the economy, to introduce wage and price controls, to offset inflationary price shocks with downward shocks (basically via price deregulation), and balancing the budget. Of these, Thurow argues that the distributional consequences of deflation, though in practice accepted, ought to have been unacceptable, while the distributional effects of wage-price controls were to be unacceptable from the outset. Balancing the budget is dismissed as having failed; the connections between this and the deflation solution are not examined, while the "do-nothing" response is a non-solution. By elimination, one concludes that Thurow favours a countervailing policy; unfortunately, it is unclear whether this would have included price-subsidies to offset the impact of the OPEC rise on the cost-of-living and, if so, what the wider consequences of such a policy would have been.

All this is good pamphleteering stuff, crisply argued and adequately supported by the quotation of, and reference to, empirical evidence. The book pace falls a little when Thurow turns to the problem of growth. He is rightly dismissive of the case for zero growth, but for the British reader a sense of *déjà-vu*, already lurking, breaks through when the problem of raising the underlying rate of growth of productivity is discussed. The West German and Japanese economies had an abnormally high proportion of "best practice" plants after the postwar reconstruction, "dying industries simply cannot be managed as efficiently as growing industries. . . set of actions and attitudes on the part of both managers and workers that make it virtually impossible to have rapid productivity growth. . . causes of our productivity slowdown are complex and varied. . . deeply embedded in the structure of our economy. . . zzzzz. The suggested solution inevitably seems stale and second-hand: "Major investment decisions have become too important to be left to the private sector alone, but a way must be found to incorporate private corporate planning into this process in a non-adversary way."

Any why not, one slyly thinks, call it a national plan? Not for the first time, one is reminded that American economists speak even a fraction of the time reading the work of British economists that we spend reading theirs. It would certainly save some intellectual energy.

Inequality in an Age of Decline is the kind of book which gives journalism a bad covered only a small proportion of the labour force, making it possible only to indicate general trends in unemployment. Comprehensive statistics only became available with the introduction of an unemployment insurance scheme embracing the majority of those gainfully employed, in 1920, and even then problems remained owing to lack of data on overtime and short-time working. The effect of changes in the law relating to conditions for receiving unemployment benefits. The fact that the 1948 insurance scheme extended coverage from less than 16 million to more than 20 million workers also makes it difficult to compare postwar with prewar figures.

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ISBN 0 631 12643 0

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Stagflation and decline

The book is premised on the assumption of an "ongoing" American economic decline. Neither the causes nor the characteristics of this decline are explored by Blumberg, though its consequences are described with something approaching relish. Inflation is alleged to have been initiated by the deficit financing of the Vietnam War, unemployment and the "breakdown" of Keynesian fine-tuning of the economy by the OPEC crisis— "reduced-form" economics with a vengeance. Blumberg seems a little uncertain about what constitutes a decline: at one point 1973 to 1977 are "four crucial years during which total employment in the US economy grew by over five million workers" while in the five years from 1972 it is asserted that living standards did not rise (pages 128 and 235). We need not worry about whether these statements can both be reconciled with "decline" since both are false. Employment rose by about six million while average living standards rose by about 15 per cent (as Thurow happens to demonstrate).

Well, never mind, at least Blumberg has a "model", contained in three diagrams on pages 16, 33 and 174. The first consists of two converging lines, with no discerning axes or units of measurement, and is "the postwar class convergence model". The second—two equally stark, parallel lines—is "the class stability model" and the third, amazingly, has two diverging lines and illustrates "what I have called class divergence". With insights like these, perhaps the author may be forgiven a certain carelessness with facts.

There is one hard indicator of decline in this book, and that is the name of the publisher. The blame is generously shared, though; among others, Blumberg's "uncle Bernard Karsh of the University of Illinois—sociologist, pilot, mechanic, all-around flier and general Renaissance man—read the manuscript and made many useful observations". Not the obvious one, though.

M. J. C. Surrey

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Records of unemployment

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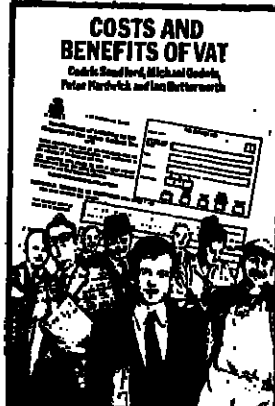
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Public pay

Pay in the Public Sector by R. F. Elliott and J. L. Fallick Macmillan, £15.00 ISBN 0 333 23738 2

The authors of this book serve their readers well. Their unprejudiced study of pay in the public sector is wide-ranging, well-researched and economically presented. Unfortunately, the era of employment cut-backs, Clegg awards and cash limits falls outside the period covered by the study; the questions it deals with are those provoked by the preceding era of employment expansion.

Little systematic effort has previously been devoted to elucidating the problems posed by a large public sector; the conventional wisdom is largely composed of a set of more or less popular hypotheses, few of which have been subject to rigorous scrutiny. The research findings in this volume confirm some of these, challenge others and throw a new light on several more. For example, the book presents a straightforward statistical finding which jolts the hypothesis that public sector employment expansion should be seen as a response to declining employment opportunities in the private sector. The statistics show that the overwhelming proportion of public sector employment expansion up to 1971 was accounted for by non-manual workers, with a heavy concentration on female and part-time employment; yet private sector unemployment was concentrated on full-time male manual workers.

Elsewhere in the book the view that there is (or was) a well-defined public sector 'wage round' is demolished by careful analysis of the pattern of sequential settlements. That notions of comparability with the private sector pervade wage settlements in the public sector is, on the other hand, well attested in a number of instances. The authors show, though, that comparisons carried out by the Pay Research Unit (PRU) were a source of bias, for PRU samples were taken from large size private sector organizations and the dispersion of earnings within the private sector has, it appears, come to favour the larger organizations over time.

A favourite hypothesis of the conventional wisdom is that incomes policies have more impact on the public than the private sector. The authors concede this for the period of the mid-1960s, but clarify that incomes policies have by no means always been strictly adhered to. By applying standard statistical techniques they confirm that in the public sector, too, incomes policies have had only variable success in restraining wage increases. Movements in differentials within the public sector are another focus of analysis; these are partly related to the characteristically equalizing impact of incomes policies and to inflation. But their graphs show that the decline in differentials (between skilled and unskilled; managerial and skilled; managerial and clerical), which was so pronounced in the early 1970s does not go so far as to reverse the steady increase from the low-point of the mid-1950s. The authors conclude that the forces at work are more deep-seated than the temporary impact of either incomes policies or inflation.

A final chapter reports some policy proposals. One of these, not new in discussions of how to tidy up our collective bargaining systems, is to move towards a synchronization of bargains in the hope of reducing leap-frogging escalation. Another, recognizing the inevitability of private sector comparability as a criterion for determining public sector pay, is to tidy up, make more comprehensive and submit to public scrutiny, the procedures for evaluating comparability. Finally, the authors would like to see the comparability criterion, both whenever possible, towards recognition of productivity and labour shortage and surplus as alternative criteria. Developing such criteria in the context of public sector employment is of course far from easy and readers of this journal may not be too happy that the only stippled suggestion of how this might be done is directed at the educational sector where class size and contact hours are put forward as productivity indicators that might help to explain the significant passage of a year's working life as the trigger for an increment.

Mr. J. Arlidge

Michael Hall is an expert on economics at the University of Birmingham.

BOOKS

Industrial progress

Policies for Industrial Progress in Developing Countries edited by John Cody, Helen Hughes and David Wall

Oxford University Press for the World Bank, £7.75 and £2.75 ISBN 0 19 520176 0 and 520177 9

Industrialization in the sense of increase in the proportions of manufacturing output and employment has lain at the forefront of development policies since they began to be canvassed forty years ago. The reason has been something to do with the power of manufacturing to raise living standards, especially in densely populated areas, and perhaps rather more to do with the contribution manufacturing makes to national autonomy and military power. There is no doubt that governments can, within limits, industrialize the economies for which they claim responsibility (just as they can, for example, achieve relative increases in public administration); the question for economists is how such policies can be followed without (or with the least) economic damage.

'The identification of consistent and effective industrialization policies within practical constraints' is accordingly the purpose of this book, which has been jointly sponsored by the United Nations Industrial Development Organization and the World Bank to provide policy guidelines for administrators dealing with manufacturing industry in developing countries. The work is organized along the lines of the functional responsibilities of government departments, with chapters on trade policies (W. M. Corden), financial policies (Robert I. McKinnon), technology (Amartya Sen), taxation (David Lim), industrial licensing (Stephen E. Galsinger), decision-making in public enterprises (Deepak Lal), industrial location (Murali Datta-Chaudhuri), and the relations between manufacturing and

agricultural development (Edmar L. Bacha). Helen Hughes provides comparative measurements of industrialization in introductory chapter and, together with Göran Ohlin, discusses in a conclusion some of the international issues raised by the continuing industrialization of developing countries.

The contributors avoid technocratic expression (though it would be a small practical administrator who kept abreast of Latin expositions of Pareto-efficiency and social cost-benefit analysis) and citations of the literature, but a bibliography is appended to each chapter. References to experience are also restrained, perhaps because the industrialization policies followed by member-governments of the United Nations and the World Bank have been so frequently inept.

Little attempt is made to justify the promotion of manufacturing by governments. Corden, for example, concedes that in an early stage of industrial development, 'that it is arguable — though not certain — that there is not the same reciprocal provision of benefits in other sectors of the economy or in the later stages of industrial development.' The method is to appraise the merits in principle (and, to a lesser extent, the feasibility in practice) of available policy instruments on the assumption that decisions somehow to subsidize manufacturing have, in fact, been taken. In some cases it is possible to rank these alternatives in order of preference, that is by second order of the harm they do.

Thus a cool view is implicitly maintained of the far-reaching measures for structural transformation that were fashionable and common in the 1970s and still retain appeal in some quarters, though no longer among economists. Corden argues strongly against protection of manufacturing by protection against imports and points out the indefensibility of the infant-industry argument when manufacturing progress is

continued on facing page

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BOOKS

Relative incomes

from facing page

facturing investments are made by multinational corporations. McKinnon analyses the financial repressive effects of budget deficits, controls on interest rates, and the channelling of funds to priority borrowers on concessional terms. Lim accepts that fiscal incentives for foreign investors are mostly redundant, Galsinger finds little good to say about direct controls on investment, and Lal seems to acknowledge that the inevitable politicization of public enterprises makes them no better instruments of the public will than their private counterparts.

Hughes and Ohlin's chapter contains a sharp critique of regional integration as a sharp critique of lowering the costs of manufacturing protection. Throughout the emphases are put on preferring direct to indirect methods of achieving objectives, minimizing distortions, getting prices right, and limiting the sacrifice of short-term efficiency in the interest of hypothetical long-term gains.

Economic administrators in developing countries could learn much of value from this book. Sen's chapter may be found more fruitful in raising questions than providing answers, and Bocha's — deriving from Latin American experiences — is frankly pessimistic in its assessment of the chances of reversing mistakes in agricultural pricing. Other contributions are more positive. In particular, those of Corden and McKinnon, based on books of their own, have clear structures and unequivocal messages. Hughes and Ohlin are also effective in their account of trends in industrialization and the problems of international adjustment they raise.

It is to be hoped that the book will be read widely, and not only by those to whom it is addressed; students as well as practitioners of development would benefit from it. It has been excellently produced by Oxford University Press and is certainly a bargain.

Douglas Rimmer

Douglas Rimmer is senior lecturer in economics at the University of Birmingham.

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THE TIMES

HIGHER EDUCATION SUPPLEMENT

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BOOKS
American prescriptions

Britain's Economic Performance edited by Richard E. Caves and Lawrence E. Krause
Blackwell, £12.00 and £4.95
ISBN 0 8157 1320 7 and 1319 3

Many years ago, introducing a book on the international monetary system, its author remarked: "The foremost financial and economic expert in Siam is called Prince Damrong. I try never to forget it." As ever, while much cleverness is to be found in the West, wisdom tends to reside in the East.

For a quarter of a century after World War II the problem with Anglo-American macroeconomics was not so much that they had forgotten the lesson from Siam but, alas, that they had never learnt it. Thus, when some 14 years ago a group of 10 distinguished transatlantic economists arrived from the Brookings Institution to "do" the British economy ("if that's the Bank of England this must be August") their report—published with miraculous speed—was received with enormous interest. Entitled *Britain's Economic Prospects* it was universally, and justly, described as the most penetrating and comprehensive survey of the British economic system ever published. Professionally, it was a brilliant technical achievement; it ranged over the whole panorama from fiscal, monetary and incomes policy to collective bargaining and science and technology; and it closed with nine closely printed pages of "policy priorities" sketching out, confidently but courteously, what the British needed to do in order to be saved.

At first sight this book is a re-run of the same exercise. It emerges from the same high-powered stable on Massachusetts Avenue; in Richard Caves it has the same (equally high-powered) principal editor; like the earlier volume it is the result of the descent into our midst of a team of distinguished transatlantic economists although on this occasion (responding perhaps to one sharp criticism of the previous exercise) they exposed their thoughts to a collection of natives at a conference in Ditchley before finalizing the tablets; and also like its predecessor it embodies work of the very highest technical competence. But the differences are even more striking.

There is, first of all, the change of title: Britain's *prospects* are replaced by its *performance*. As Saul once told the road to Damascus, the economics profession is on the road to Siam. Secondly, there is a drastic narrowing in the area of fire: instead of the panoramic tracking-shot of the British economy from end to end, the book zooms in for close-ups of a mere six closely defined topics—the exchange rate, union growth and industrial disputes, industrial productivity differences, taxation, financial markets and North Sea oil.

There is therefore no way in which this volume could become, as its predecessor did, a standard basic text for a course on the British economy. It is not only that these six topics fall short of constituting a survey of the economy as a whole—which is manifestly the case. The problem is also that some (such as Caves himself on productivity) manipulate relatively sophisticated techniques in the search for original results while others (such as the chapters on taxation and financial markets) assemble masses of descriptive material, intended presumably to enlighten an American public, thus producing some exceedingly tedious reading—although the discussion on the financial markets chapter refers to the paper as "stimulating", which only goes to show that the variety of human tastes is infinite.

Most striking of all, however, is the almost complete failure of any of the contributors to reach conclusions of any real originality—indeed their failure (if the book is to be forgiven) to rise much above the banal. Surveying the balance of payments experience, for example, Messrs Dornbusch and Fischer conclude that our major problem is a manufacturing sector whose lack of competitiveness has been heightened by the oil-induced appreciation of sterling. The solution therefore appears to be an expansion of domestic investment aimed at correcting both elements in the situation, thus producing some tendency to be labour-saving. It is not apparent that the employment problem will be solved thereby. The conclusion is thus merely that if demand is to be expanded, policies which encourage investment "should be preferred"—hardly an astounding conclusion requiring some 50 pages of analytical foundation. David Smith, of Queen's University in

Ontario, establishes that the evidence "is not inconsistent with the argument that unanticipated inflation has had an important impact on union growth" in Britain, and so far as concerns our dubious record of industrial relations, is "not inconsistent with a number of hypotheses that have been discussed here".

Similarly some 50 especially dense pages on our tax system lead to the conclusion that the highest priority should be the simplification of our income tax system and the broadening of the tax base by removing some of the special provisions such as those reducing tax liabilities on various types of saving.

Even on that most exposed, most endemic, most enervating and most enduring of British diseases, our appalling level of productivity, Professor Caves can do no more than conclude that "the productivity problem originates deep within the social system" and that perhaps the most useful advice the economist can offer policymakers is that the latter should "recognize the constraints on economic change and progress found in British society, and to try to hold Britain's aspirations for consumption in line with what its system is willing to produce". And on North Sea oil, even so powerful a combination as Messrs Houthakker and Posner can do little more than conclude that the variables are so numerous, and their magnitude so uncertain, that the only sound policy for government is to have no policy at all.

What minuscule mice these are, my brothers, to emerge from the moults of a mighty array of canon for any survivors of that era in which economists were seen as the medicine-men of our time, holding the tablets on which were inscribed the secrets of the route to New Jerusalem. But despair is unwarranted: what this volume shows is that at the highest professional level economists have at least entered what a very great economist, Pigou, once described as the first ante-chamber of knowledge—the awareness of ignorance.

Edward Nevill

Edward Nevill is professor of economics at the University College of Swansea.

Taxation and labour supply

Public Policy and the Tax System edited by G. A. Hughes and G. M. Heal

Allen & Unwin, £13.95
ISBN 0 04 336067 X

Taxation and the Incentive to Work by C. V. Brown
Oxford University Press, £10.00 and £3.95

ISBN 0 19 877134 7 and 877133 5

Public policy is mainly concerned with the distribution of income and wealth, the efficient allocation of resources, the stabilization and long-run economic growth. Every tax and every item of public expenditure has repercussions upon individual economic units and the macro-economy which need to be investigated and appraised. These two volumes deal with the possible effects of taxes on a range of economic variables. C. V. Brown is concerned with the allocative efficiency of taxation and the volume by G. A. Hughes and G. M. Heal concentrates mainly on its distributional and efficiency effects.

Public Policy and the Tax System is dedicated to James Meade, who received the Nobel prize for economics in 1977, and is a collection of essays written by economists who were associated with Meade at Cambridge. The topics selected are meant to reflect Meade's main interest during the last 15 years. In line with Meade's concern to bridge the gap between theoretical economic models and the solution of economic problems, the authors develop economic models not for their own sake but for the light they cast on important policy issues.

distributional effects of taxation are dealt with incidentally in a number of essays. A. B. Atkinson provides a stimulating analysis of the problems involved in trying to determine the redistributive effects of taxation. Further information on the interaction between factors which influence the distribution of wealth is needed before one could begin to draw conclusions about the impact of policy. While most of the existing literature on optimal taxation ignores the distribution of income problem, C. J. Bliss is concerned with optimal tariffs to raise revenue when inequalities in income are explicitly considered.

The four remaining essays concentrate on the effect of taxation on patterns of resource allocation. The efficiency arguments for and against an expenditure tax are considered by M. A. King who concludes that theoretically there is little to choose between the present system and an expenditure based system. D. M. Newberry surveys the literature on externalities as an aid to the design of remedial policy and G. A. Hughes deals with the effect of taxes on the housing market. Hughes argues for taxing the housing income of owner occupiers on efficiency grounds and claims that the taxation of housing in Britain does little to redistribute income and wealth.

The effect of alternative taxes on extensible resources is considered by Daughue, Heal and Sigalla.

While all of the theoretical models developed in the volume are used to evaluate the policy implications of various taxes, the authors frequently measure the distortionary effect of taxes as a deviation from the unrealistic competitive equilibrium allocation. Although this method of analysis is traditional, its relevance to an imperfect economy is limited and the policy implications drawn from these partial-equilibrium models are open to serious objections. Since distortions already exist in the economy, distortions taxes could correct for existing imperfections.

The efficiency arguments in favour of the 1978 Meade Committee's recommendation that the British tax system be varied into a personal-expenditure tax system are based on the assumption that income taxes have a disincentive effect on the supply of labour. Similarly, the income tax cuts in the 1979 Budget were designed to increase the willingness to work led to a result to stimulate economic growth.

Since economic theory is incapable of predicting the effect of income taxes on the supply of effort, the relation between these two variables is a matter for empirical investigation. In *Taxation and the Incentive to Work*, C. V. Brown provides a lucid and critical survey of empirical studies conducted in the UK and USA to estimate labour supply functions. The book is based on a report to the Commission of the European Communities and is intended to provide a non-technical introduction to the subject.

The theoretical model considered is the standard two-dimensional one which shows how taxes could affect the supply of labour. Increased realism is introduced into this partial-equilibrium model by introducing budget constraints. Brown shows that many of the economic models used to estimate labour supply functions are improperly specified. While the models seem to be more responsive to wage changes, through variations in taxes, than that of men but most of these models do not deal adequately with non-welfare. While agreement is growing among economists about the effect of taxes on the supply of labour, econometric studies of the past decade have failed to provide a policy-maker with reliable estimates. As a result it is impossible to predict the policy implications of tax changes accurately.

J. F. Bradley

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Onlooking

Joyce's Politics by Dominic Manganiello
Routledge & Kegan Paul, £12.50
ISBN 0 7100 0537 7

Critical practice still tends to regard political detachment as the rule rather than the exception for English writers. Professor Manganiello's title is therefore quite likely to arouse a general suspicion as well as a specific scepticism. After all, didn't Joyce implicitly brush aside Stanislaus's eagerness to discuss Italian Fascism: "For God's sake don't talk politics. I'm not interested in politics. The only thing that interests me is style." And isn't that the proper emphasis for a writer?

Perhaps. Nevertheless, from Skelton's attacks on Wolsey to Auden's fellow-travelling, from Milton's republicanism to Morris's Marxism, from Dryden's *Abdolon* and *Achilles* to Arnold's *Culture and Anarchy* the intertwining of political interests with literary craft has been a steady English tradition. In principle, therefore, Professor Manganiello's unconventional conclusion might legitimately be welcomed—that "What Joyce proposed to do in his art was a political vision which consisted of a socialism without Marx, and an anarchism without violence"—provided the evidence warrants it.

Professor Manganiello does offer a great deal of evidence. He presents us with Joyce's extensive reading of anarchists, socialists and libertarians, his alert attention to the entangled factional disputes of Italian Socialist Congresses, his newspaper articles on Fenianism, Home Rule, Parnell, Irish agricultural policy, his explicit declarations of socialist sympathies, his inclusion of political debates in all his major works. Manganiello is good at source-digging: the study philosopher John Austin, the German conspiratorial anarchist Johann Most so unexpectedly among the "brood of mockers", he unearthed an article in *Sinn Féin* on "Esperanto and Irish" to explain the reference in "Circe" to "Gaelic League"; he is persuasive on the relevance to *Finnegans Wake* of the controversies over "Document 1" and "Document 2" in the post-Treaty disputes.

Clearly it has not been difficult for Professor Manganiello to fill a densely written book with material relevant to his theme. But does such evidence actually justify his conclusions or even his title? Could it not be argued that Joyce merely included "politics" in his work in the same way that he incorporated almost everything else, from the Ascot Gold Cup to the Dublin water supply?

The problem does not lie simply in the somewhat amorphous nature of the political "position" that Manganiello finally delineates for Joyce but, more substantially, in the fact that while Joyce undoubtedly read books and newspapers with a keen political interest he apparently took no active part in any political organization or campaign, beyond writing a few newspaper articles himself.

That Joyce's "politics" amounted to no more than such a familiar combination of self-awareness and personal necessity makes Manganiello's title both accurate and misleading, for though we do indeed speak, now, of someone's "political" stance, still political action is left to "professional" politicians and "extremists". Like most of us, Joyce had no easy access to the "professional" politics of a ruling elite, and he refused participation in any form of mass campaign, civil disobedience or non-violence. Joyce's political attitude (that is, "extremism"). He was therefore left in the characteristically impotent position of an ordinary individual, citizen in a totalitarian democracy: a political outsider. It is that "political" which his work most significantly reflects, whatever his precise political outlook. Yet Manganiello's detailed study is so firmly focused on Joyce's opinions and sources that he manages to skirt the full implications of this most basic and representative "political" weakness of his "politics". Moreover, his critical approach entirely precludes him from ever considering the important, if previously, argument advanced by MacCannell that Joyce's work is actually to be located not in his opinions but in his practice of writing, in "style"—his "style".

Bernard Sharratt

Dr Sharratt is lecturer in English at the University of Kent at Canterbury.

BOOKS
A generation of travellers

Abroad: British literary travelling between the wars by Paul Fussell
Oxford University Press, £8.95
ISBN 0 19 502767 1

Paul Fussell's *The Great War and Modern Memory* (1975) was that rarity in contemporary criticism—a book that appealed strongly to the general reader while satisfying the highest standards of academic scholarship. Deservedly it was quickly festooned with prizes from a broad spectrum of literary constituencies in America—the National Book Award for Arts and Letters, the National Book Critics' Award for Criticism and the Ralph Waldo Emerson Award of Phi Beta Kappa. The secret of its success was simple, though not simply achieved: primary sources of irretrievable human appeal, a total mastery of the material by the author, and a judicious blend of speculative cultural theorizing and particularity of illustration.

Professor Fussell's new book starts where the earlier one ended—with the deep longing for sunny climates, free movement, and hedonistic pleasures that was generated by the privations of the Great War—and it is written according to the same formula. *Abroad* surveys the travel writing which enjoyed a considerable vogue in Britain between the wars, and was practised by some of the most talented authors of the period (for example, D. H. Lawrence, Graham Greene, Evelyn Waugh, W. H. Auden and Christopher Isherwood, George Orwell), and suggests that this literary fashion has a deeper cultural significance, that the images and motifs of travel, of maps, frontiers and exotic place names, were imprinted on the imaginations of modern writers whether they actually travelled much or not.

I think there are three reasons why, although never less than highly entertaining, and often instructive, *Abroad* is a less weighty and persuasive work than its predecessor. The first is that the primary sources are not as powerful or as poignant as the writings of the soldiers of the First World War. The travel books discussed by Fussell were often witty, lively, and entertaining, and it is good to be reminded of

this by his shrewdly chosen quotations. But with very few exceptions (for example, Lawrence's *Twilight in Italy*, Greene's *Journey Without Maps*) they were not fully achieved works of the literary imagination, and Fussell's efforts to make them appear so sometimes seem like special pleading, not to say silly pleading.

The genres with current prestige are the novel and the lyric poem, although it doesn't seem to matter that very few memorable examples of either ever appeared. The status of these two genres, largely an unexamined snob increment from late romantic theories of imaginative art as religion-cum-metaphysics.

One only has to compare any of Evelyn Waugh's travel books as *wholes* with the novels that he made out of the same raw material, to perceive the aesthetic advantage of a fictional structure. And to describe Robert Byron's *The Road to Oxiana* (as Fussell does) as the *Ulysses* of travel books, only reinforces the generic snobbery he deplores.

Secondly, Fussell seems to force connections between the travel books and literary modernism in general. He reminds us—and it is a characteristically shrewd historical observation—that when passports were introduced as a security measure in 1915 they were felt to be not only a curtailment of individual freedom but also alienating mirrors in which to contemplate one's own identity. "So small a phenomenon as the passport picture is an example of something tiny which has powerfully affected the modern sensibility, assisting that anxious self-awareness, that secret but overriding self-contempt, which we recognize attaches uniquely to the world of Proust and Joseph K. and Malraux." This is just about plausible enough to be useful, but it seems overstretching a good idea to speculate, "Was it perhaps the new 'passport atmosphere' brings forward to explain its significance—for instance, the need of that made it 'Proust' seem to Pound especially worth sending to [Harriet] Monroe?" To such a question, one can only answer, "No".

If Professor Fussell sometimes seems to oversize his case, this is not to deny that

there is one. The idea of travel—something as it defines it, between "exploration" and "tourism"—was an important component of literary culture in the period of *entre deux guerres*. Indeed he could have made more of some of the ideas he who were too young to serve in the Great War to prove themselves by enduring danger and discomfort; or Freud's suggestive observation that "a great part of the pleasure of travel lies in the fulfilment of those early wishes to escape the family and especially the father". The sense of a deep divide between the generations, centring on the historical trauma of the First World War, and of a personal need to undergo a test or rite of passage, certainly exerted a great influence on Waugh, Isherwood and their contemporaries.

My third reservation about *Abroad* concerns its tone. Whereas in *The Great War and Modern Memory* Fussell showed a profound humility before the experience of the soldiers on the Western Front, and an empathy with their feelings that no doubt arose out of his own experience of active service in the next war, in *Abroad* his own personality is more intrusive. The "mock-Bilpinian adversary habit" which he remarks in his hero, Robert Byron, seems to be a trait of the author himself, one which is rather over-indulged in *Abroad*, especially in polemic against the decadence of contemporary life and letters in general and of modern tourism in particular. There are times when one might be listening to Malcolm Muggeridge.

I would not, however, wish to discourage anyone from reading this book. It is highly entertaining, and genuinely informative. (I observed only one error of fact, a caption under a photograph of an industrial slum which reads, "Salford, in the Midlands.") *Abroad* has indeed all the merits of the best examples of the genre it surveys: it gives you a lively, readable, interesting account of a tract of literary territory which it would be tedious or uncomfortable to examine closely and comprehensively at first hand.

David Lodge

David Lodge is professor of English at Birmingham.

James's dramatic imagination

Writing and Reading in Henry James by Susanne Kappeler
Macmillan, £15.00
ISBN 0 333 29104 2

Susanne Kappeler's basic approach to Henry James is to treat his works as an elaborate game involving author, character and reader, where each of these three figures is an aspect of the other. Thus the writer is both creator and critic of his work; "the activities of writer and reader are analogous and similar", and so on. A foreword chapter on James's prefaces (normally used as corroborative material in James criticism) argues that he approaches his own work as a critic, and cites his famous cynical dismissal of *The Turn of the Screw* as an *amusement* and his frequent references to "fun", in order to confirm that James's own sense of the literary enterprise was as a game.

Most of the book substantiates this general approach by detailed examination of *The Aspern Papers*, the short stories dealing with artistic vocations, and *The Sacred Fount*. The last of these, as Tony Thorne rightly says in an otherwise fullsome foreword, is brilliant and certainly the best section of the book. Here Ms Kappeler approaches the narrator as a creator of fiction in his own right and shows how he presents his own actions through the form of a folk-tale so as to mix the reader's sympathy with him. At this point she introduces Alex Elder's rather pat division between active and passive: James was a retiring person, hence his "preferences" for depicting, sensibility rather than action, and so on. Ms Kappeler demonstrates quite rightly that the exercise of the imagination was not only active but positively dramatic in James's fiction.

One of the most ingenious examples of a Jamesian character exercising his imagination is in *The Sacred Fount* where, at a weekend house-party, in the century, the narrator tries to apply his theory that any relationship with partner picks the life

critical analysis and the shorter theoretical chapters which briefly examine topics from structuralist theory. Barthes, Lacan, Clements Lugowski and Vladimir Propp all make their appearance, without really shedding much light on James. Ms Kappeler shows an intelligent caution about making unwarranted generalizations and delivers a smart rap over the knuckles to those who believe that folkloristics or linguistics can be applied too easily to literary criticism. But theoretical topics like the role of intention in interpreting signs are rather out of place in the context of such detailed examination of particular works by James, to which the bulk of the book is devoted. The reader is thus jerked awkwardly between theory and detail. Either the topics are too generalized to relate clearly to James, or the detailed analyses are too particular to lead to general conclusions.

In fact Ms Kappeler's too wide and too short a literary critic for this to damage her book seriously. In her section on the short stories dealing with the artistic vocation she briefly borrows the vocabulary of anthropology to bring out the tribalism of a society which imposes a strict code of behaviour on the artist and which victimizes him if he transgresses it. And she also offers a brief Marxist summary of literary consumerism which usefully makes explicit James's tacit recognition of the social and financial pressures on the artist. This section takes on an added edge when James is engaged in a polemic against Leon Edel's rather pat division between active and passive: James was a retiring person, hence his "preferences" for depicting, sensibility rather than action, and so on. Ms Kappeler demonstrates quite rightly that the exercise of the imagination was not only active but positively dramatic in James's fiction.

One of the most ingenious examples of a Jamesian character exercising his imagination is in *The Sacred Fount* where, at a weekend house-party, in the century, the narrator tries to apply his theory that any relationship with partner picks the life

from the other. The longest section of Ms Kappeler's book attempts to demonstrate that this novel achieves a brilliant fusion of form and content. She argues that the narrator is like an artist in being a "creative voyeur", and unusually applies his own theory to himself, showing that he becomes physically depicted as his theory reaches full expression. In general the central notion of the game is applied usefully to James's work, particularly because it directs the reader to, as it were, learn the rules of the books, thus providing an unusual angle for approaching James's complexity and skill. In *The Sacred Fount*, however, the approach limits itself too much to the narrator's own terms and so lacks the crispness of the chapters on *The Aspern Papers*.

Whatever else they may critics by and large agree that *The Sacred Fount* is James's best, readable, novel, and an examination of the narrator's theory does not confront that problem. One of the main sources of uncertainty is the presentation of the narrator. References in the text to the mad King Ludwig of Bavaria seem to confirm that James presents the narrator ironically; but parallels between the narrator's theorizing and James's own preface suggest something closer to self-parody. The analysis of this novel does not ultimately clarify such issues.

Despite this there are numerous insights within Ms Kappeler's discussion, and a foreword chapter on James's prefaces (normally used as corroborative material in James criticism) argues that he approaches his own work as a critic, and cites his famous cynical dismissal of *The Turn of the Screw* as an *amusement* and his frequent references to "fun", in order to confirm that James's own sense of the literary enterprise was as a game.

David Seed

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Master copy

The Canterbury Tales by Geoffrey Chaucer
Edited from the Hengwrt Manuscript by N. F. Blake
Edward Arnold, £45.00
ISBN 0 7131 6217 1

Chaucer's *Canterbury Tales*, one of the great landmarks of English literature, is to some extent the creation of its readers rather than its author. Within each tale we can feel we have more or less the poems the poet intended, as far as this is ever possible with the poetry of a manuscript culture. But the larger architecture which shapes the telling of diverse stories into one work was entirely left uncompleted by Chaucer at his death in 1400. The sequence of tales, and the *mise-en-scene* of exchanges between the pilgrim-tellers which link one tale to the next, vary widely in the extant manuscripts, none of which predates Chaucer's death. Editing the *Canterbury Tales* has thus involved "freezing" at some particular point the dynamic process of fifteenth-century reading and adapting of the work. The fixity and implicit authority of "the edition" has been given to one version rather than to others, where none can be wholly authentic.

To remedy our self-deception, Professor Blake aims to present a plain text of the Hengwrt MS—apparently the earliest extant copy—which contains one of the best texts of individual tales line by line, but has the tales in an order unfamiliar to modern readers accustomed to the order found in the Ellesmere MS and most modern editions.

On palaeographical grounds it is now accepted that the same scribe wrote both Hengwrt and also Ellesmere, with the somewhat inferior text yet smoother, more "finished" tale-order. Empirically, Blake suggests that Hengwrt must precede Ellesmere, because the scribe would not have copied the Hengwrt arrangement of tales if he already knew Ellesmere. For Blake Hengwrt must be a self-reflection of Chaucer's own uncompleted and unsorted drafts left in his house at his death, because this might explain why Hengwrt's text is good at the close level yet so abnormally organized overall. Because "later" Ellesmere can only represent scribal editing, not authorial superiority. From this Blake proceeds to use very rigorously the contents of Hengwrt as a test of Chaucer's genuine writings: the Canon's Yeoman's Tale, absent from Hengwrt, is deemed spurious and—with some other passages—banished to an appendix.

The suggestion that Hengwrt represents Chaucer's own scarcely edited papers remains a fascinating surmise, and one which rests on the assumption that there could be only one master copy of all the parts of the uncompleted Tales—that Chaucer never "published" any part of the Tales before his death. But it would not seem any more intrinsically unlikely that there was more than one archetype, and that the scribe of Hengwrt had gained access to other authentic copies and instructions for tale-order when he came to transcribe Ellesmere. The complexities of Hengwrt may represent a scribal lack of information as much as an authentic reflection of Chaucer's unfinished text. Recent textual theory in Middle English editing tends to emphasize the essentially relative authority of individual manuscripts. That Hengwrt has a good text of individual poems need not endow with transferred authority its larger "macro" identity. In the ordering and organizing of the Tales, for this may have been another's responsibility. If we allow that Chaucer's scribe, and editors were capable of writing for themselves the remarkable Canon's Yeoman's Tale, or the Squire-Franklin link-passage (so palpably better than anything in Hengwrt), then in a sense we have to relinquish the possibility of editing Chaucer's writing from that of his scribes.

Blake's edition is primarily textual (literary annotation is slight, although there is glossing on the page). Its value lies in taking seriously the nature of an early manuscript. In challenging modern acceptance of the Ellesmere conception of the Tales, Blake forces his reader to reconsider how far we feel the shape of Chaucer's great work was established in his life-time, and just how far the *Canterbury Tales* were written after Chaucer's death.

Barry Windeatt

Dr Windeatt is fellow and director of studies in English at Emmanuel College, Cambridge.

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BOOKS**The anatomy of a catastrophe**

Earthquakes
by G.A. Elby
Heinemann, £7.50
ISBN 0 435 35076 4

Earthquakes, volcanoes, tsunamis, land slides, these phenomena are often related and occasionally cause great catastrophes in the true sense of that word. George Elby's book admirably describes earthquakes, perhaps the source of the greatest of natural catastrophes, but goes beyond this into the science of seismology and some of its more practical applications.

Without belittling his reader Elby describes the basic tools of seismology: seismometers which sense ground movement and which vary surprisingly from a mass of a few grammes up to 17 tonnes for the giant Wiechert; and the seismograms these instruments produce. Seismograms show arrivals of different types of seismic energy from earthquakes distributed across the globe but do not always provide a high-quality record of ground movement.

Using a description of how seismograms are read as a simple but basic starting point, Elby builds up a fascinating picture of the seismologist's view of the interior of the Earth. One can read about reflection of seismic energy from the core of the Earth, and the shadow which the core casts across observatories at certain distances from earthquake epicentres. These earthquakes mainly occur in the top 500 km of the Earth, and are mostly restricted to fairly narrow belts crossing the globe at plate boundaries. Some of these plates are larger than the Pacific Ocean, but they move, and the means by which we have learnt of these movements is most intriguing.

It is impossible, however, to read this book without being sharply reminded that seismology and earthquakes concern more than prognostication on the state of materials at great depths, temperatures and pressures: its techniques, for example, are now the mainstay in prospecting

for oil. The exploration seismologist now uses a variety of sources ranging from arrays of small explosives to repeated hammer blows on the ground. He observes the waves which propagate through the geological strata to his recording equipment, and from these data infers whether oil-bearing structures might exist beneath him. It is in this way that much of the North Sea and other off-shore areas have been explored.

Elby makes many personal comments throughout his book and in his chapter on exploration techniques he makes, by inference, a most telling comment: if the pure seismologists had not been encouraged in previous decades would we now be aware of our natural resources? Elby's quotations, asides, anecdotes and personal opinion add considerably to this book, although this aspect may not be to everyone's taste.

The exploration seismologist uses explosive charges of the order of pounds. The forensic seismologists of Aldermaston and elsewhere, on the other hand, have to attempt discrimination between earthquakes and underground nuclear explosions yielding several kilotonnes. The prime method of achieving this is by inspection of the different types of energy both seismic sources are expected to generate and the careful analysis of this information using various magnitude scales available to the seismologist. The discerning reader will see that between the lines of Elby's text lie untold scenarios of encounters of a peculiar kind among the seismologists and protagonists of nuclear test-ban treaties.

A major theme of the book concerns the potentially catastrophic effects of earthquakes and the vexed question: What should we do about them? Predict them? Insure against them? Engineer against them? Elby addresses himself to all these questions and considers some of the geological implications. For instance, real estate values fall in an area where a prediction has been made - not an immediately obvious potential "earthquake loss".

Earthquake prediction *per se* is far from being the whole answer, and earthquake loss reduction policies are the practical requirement. This embraces widely diverse concepts and disciplines of which stretching far beyond the seismologist, who often finds himself thrust into the public eye in the aftermath of a damaging earthquake. In seismic areas simple precautions such as fixing heavy wardrobes to walls can reduce casualties. Perhaps hospitals and places where people gather together should have a greater measure of aseismic design than do simple warehouses.

Sophisticated components of major engineering structures like nuclear reactors can be put on to large shake tables, and their response to vibration empirically measured. Whole buildings can be literally shaken to bits to see if they are soundly designed to resist earthquake. There is much here that many non-specialists will read with interest, and thereby enter into a debate which directly concerns many millions of people throughout the world. George Elby has for the past 40 years been a seismologist in the Seismological Observatory in Wellington, and consequently often seeks his examples from New Zealand. This is eminently reasonable, as New Zealand is a seismically active country which has taken steps to understand its earthquakes and how they might withstand their effects.

Scientifically, Elby has given us an excellent and brief overview of seismology and its ramifications. His book can be recommended to any with an interest in the earth sciences (or, for that matter, in the moon, whose quakes merit their own chapter), including those who may not have a professional interest in the subject. The many photographs and accessible figures are most instructive, but it is a pity that they are all in black and white.

Paul W. Burton

Paul W. Burton is a member of the *Global Seismology Unit, Institute of Geological Sciences, Edinburgh.*

A history of the vertebrates

Evolution of the Vertebrates, third edition.
by Edward H. Colbert
Wiley, £13.30
ISBN 0 471 04966 2

This is neither a book about the principles not about the mechanisms of evolution, but rather a general review of the history of the vertebrates based on their fossil record. I have to admit that it was with feelings of warmth and nostalgia that I approached this new edition of a book which managed to steer me (relatively) successfully through "vertebrate evolution" courses during my undergraduate days.

During the decade that has elapsed since the publication of the second edition, there have been considerable advances made in the field of vertebrate paleontology and it would seem that Professor Colbert has chosen an appropriate time to summarize the significant changes. Not only have there been new discoveries and, as a consequence, new interpretations, which have had a direct bearing on the evolutionary history of the various groups involved, but there has also been a profound new perspective added to the framework within which the evolutionary story is usually told. I am alluding to the so-called "revolution in the earth sciences", the (almost) universal acceptance of the "theory of plate tectonics" and the phenomenon of continental drift.

Apart from the revolution that this new approach has brought concerning the geography of the past, it has also opened up the possibility of correlating the positions of the continents with the distributional patterns and evolutionary history of the vertebrates. Some of this "new evidence" has been incorporated into appropriate parts of Colbert's text and provides a most valuable addition.

For those who might be familiar with previous editions, the book tells its original content in a more up-to-date and comprehensive way, with a little less of the "story" approach of the first edition, but with a more detailed and up-to-date account of the vertebrate record.

ment to the antracosaur amphibians. Large sections of the text are virtually unchanged and the whole book retains a style which, though dated, is clear and seemingly ideal for its originally intended audience - the general student: first-year undergraduates in zoology or perhaps paleontology students taking a vertebrate (or paleontology) option; and even (as I suspect) the interested lay-reader. However, one particular criticism must be the inexplicable total absence of figures references in the text, which is at times quite irritating.

I am rather concerned, however, by the rather grandiose claims made on the dust jacket of this book: "[a] comprehensive, and authoritative reference for professional students, students and lay-readers alike". If this much broader group is indeed the intended audience, then a rather more critical assessment of the book is necessary relating to its potential for use as a reference text for rather more committed students.

First, and more generally, the coverage of the various vertebrate groups has become rather unbalanced. Although the sections devoted to the terrestrial vertebrates are given an adequate coverage, the fish, and birds are essentially unaltered. Indeed, far more up-to-date coverage of the latter groups is provided by Barbara Stahl's *Vertebrate History: problems in evolution*, published as long ago as 1974.

The introductory chapter is concerned with explaining the significance of fossils, chordate characteristics (exemplified through amphibians), the geological time-scale, and classification. A brief description of the Cambrian anophylous look-alike *Pikaia* would have been particularly appropriate here; in addition, the "preliminary" chapter on the origin of life, which is also included, is rather crumbly and, as such, is not particularly helpful. The book's treatment of the origin of life, endothermy, in dinosaurs, and the origin of birds and of flight are all areas that have yielded a fascinating literature over the past decade. However, all the material is superficially and, although it is evident from the text that

Colbert is aware of this literature, there is no way for the motivated to follow these areas since his bibliography, though quite reasonable, does not cover them. Other points of criticism include the items as the undue emphasis put on *Ichthyosaurus* as the ancestral amphibian. It is now quite generally believed that *Ichthyosaurus* and its close relatives represent an early rather specialized group away from the main line of amphibian evolution. I could also imagine that it would be rather frustrating to find that "the disorophids... are likely ancestors of frogs" in the section on modern amphibians, and then find that there is no reference to this particular group elsewhere in the book.

The fossil history of the mammals is covered very extensively, though with little change from the previous edition. One phrase rather stood out in the chapter entitled "The Beginning of the Mammals": "the earliest of the mammals are docodonts known as *Morganucodon*". I remark which would be unacceptable to any of the people currently working in this area.

This new edition, despite its length, would serve adequately as an introductory vertebrate paleontology textbook at general undergraduate level. If, as has been suggested, it was intended for research students or professional paleontologists then I feel that it is insufficiently detailed and unbalanced in its coverage.

David B. Norman

David B. Norman is a temporary lecturer in zoology at Queen Mary College, London.

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Professor Michael Wood, professor of English and comparative literature, Columbia University, New York, has been appointed to the chair of English at the University of Exeter from January 1982.

Dr J.B. Pender, head of theory group, Daresbury Laboratory, Warrington, has been appointed to the chair of theoretical solid state physics at Imperial College with effect from October 1, 1981.

The title of professor of tissue pathology has been conferred on Dr D.J. Evans, in respect of his post at the Royal Postgraduate Medical School.

Appointments

The title of reader has been conferred upon the following: Ms Margaret E. Bryant (education), in respect of her post at the Institute of Education; Dr Shirley E. Hawkins (zoology), in respect of her post at King's College, London; Dr J.W.B. Hughes (mathematics), in respect of his post at Queen Mary College; Dr E.J.W. Jones (geology, University College, London); Dr G.F. Joplin (clinical endocrinology), in respect of his post at the Royal Postgraduate Medical School; Dr J. Marshall (experimental pathology), in respect of his post at the Institute of Ophthalmology; Dr Margaret Molin (French, Westfield College); Dr J. Morley (immunology), in respect of his post at the pharmacology, in respect of his post at the foundation of the Cheshire Homes.

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Overseas continued

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Applications are invited from suitably qualified persons for the following positions:—

1. DEPARTMENT OF ARCHITECTURE
a) Lecturers

Applicants for the above post should possess an R.I.C.S. or equivalent and at least two (2) years professional experience. The successful candidate will be required to teach Measurement and Costing and Building Services at the Diploma level.

2. DEPARTMENT OF CIVIL ENGINEERING
a) Two (2) Professors
b) Three (3) Senior Lecturers
c) Two (2) Lecturers

Applicants for the post of Professors should be qualified in either Structural Engineering or Engineering Materials or Draining and Irrigation or Hydropower or Geotechnical Engineering. Candidates must possess evidence of exceptional teaching and engineering research, and good administrative ability. Preference will be given to applicants with a Ph.D. Degree.

For the posts of Senior Lecturers, applicants should be qualified in either Structural Engineering or Highway/Transportation Engineering or Engineering Materials. They must possess a second degree and should produce evidence of research and adequate industrial experience.

Applicants for the posts of Lecturers should be qualified in Surveying or Construction Management. They must possess at least a good first degree and adequate industrial experience. A post graduate degree would be an advantage.

SALARY SCALES:—(PER ANNUM)

Professor:—UA1:— G92,820 x 600 — \$24,420.

Senior Lecturer:—UA 2:— G815,780 x 540 — \$19,020.

Lecturer I:—UA 3:— G99,000 x 480 — \$11,880.

Benefits include housing allowance, contributory medical and pension schemes, and study leave.

Anyone recruited from overseas will receive up to four (4) full economic years from point of recruitment (i.e. for himself, spouse and two (2) unmarried children up to eighteen (18) years of age), limited removal expenses and a Settling-in Allowance.

Applications (3 copies) stating name, date of birth, marital status, qualifications with dates obtained, work experience (with dates) names and addresses of three (3) referees (one of the referees must be your present or last employer where applicable), must reach the Personnel Division, University of Guyana, P.O. Box 101110, Georgetown, South America before 31st March, 1981.

HE812

SCHOOL OF BUSINESS ADMINISTRATION

Professors or Associate Professors are required to participate in the undergraduate and graduate programs and the development of a new part-time MBA program. A Ph.D. is required along with professional interest in one or more of the following areas:

Accounting — Finance — Marketing
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Research and consulting are encouraged. Rank and salary will be commensurate with qualifications and experience.

Lakehead's business students this past year ranked in the top six in a national business schools competition.

Thunder Bay is a city of 110,000 located on the shore of Lake Superior with numerous cultural and recreational attractions.

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Mr. D. E. Ayre
Secretary of the University
Lakehead University, Oliver Road
Thunder Bay, Ontario P7B 5E1, CANADA

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QUEENSLAND INSTITUTE OF TECHNOLOGY
BRISBANE — AUSTRALIA

DEPARTMENT OF APPLIED GEOLOGY

The Department is responsible for courses leading to a bachelor's degree in Applied Geology and a Graduate Diploma in Applied Hydrogeology. Extensive service teaching is provided for other Schools and Departments within the Institute.

HEAD OF DEPARTMENT

Applicants should have appropriate qualifications and relevant teaching experience at tertiary level, and should be able to demonstrate active interest in applied geology and a willingness to be involved extensively with the geological profession and associated industry. The successful applicant is likely to have had industrial experience. Salary in Australian dollars is \$33,831 p.a. Note: A\$1 = £0.62 (approx.)

LECTURER,
GEOPHYSICS/HYDROGEOLOGY

Applicants should hold a post-graduate qualification. Preference will be given to applicants with practical experience in industrial or government employment. The appointee will be expected to accept major responsibility for teaching applied geophysics and hydrogeology at both undergraduate and postgraduate level. Personal involvement in research and consultancy is encouraged. Salary: A\$19,132 to A\$25,132 p.a. Further information on both positions may be obtained from the Personnel Officer, Q.I.T., George Street, Brisbane 4000, Australia.

Applications quoting TH.31/81 Head of Department, or TH.32/81 Lecturer, together with C.V. including the names of three (3) referees should reach the Personnel Officer by 30th June, 1981.

TH812

UNIVERSITY OF CAPE TOWN

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Courses

SALFORD
UNIVERSITY OF
SOCIOLGY AND POLITICAL
STUDIES

PART-TIME MSc IN SOCIOLOGY

Applications are invited from graduates in sociology or related disciplines who wish to study for the MSc in sociology by coursework and dissertation. The course has been specially designed for part-time students and is taught on Mondays over two years. It is particularly suited to the needs of social science graduates in further and higher education, and professional, administrative and research careers in social policy.

Further details and application forms are available from Mr R. Flynn, Admissions Tutor, Department of Sociological and Political Studies, University of Salford, Salford M6 6PU. Tel: 061-756 0543, Ext. 389 or 387. Fax: 061-756 0543, Ext. 389 or 387.

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T.H.E.S.

Forthcoming Special
Book Numbers

March 20 — Economics

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April 24 — Psychology

May 1 — European Studies

May 8 — Politics

May 15 — Chemistry

May 22 — Environmental Studies

May 29 — Law

THE TIMES
Higher Education

SUPPLEMENT

Union view

Student loans:
case remains
unproven

The sense of *deja vu* when student loans re-emerged as an issue several months ago has been succeeded by a recognition that the Government really seems to think loans may be a sure-fire way of cutting costs and improving efficiency in higher education—at a stroke. And all without any adverse effects of an educational nature, too. Of course if it were that simple, loans would (presumably) have succeeded grants years ago or, more likely, would have been the chosen instrument for the expansion of higher education back in the 1960s.

The arguments for and against the possible combinations of grant/loan mixes are complex and frequently hypothetical; the evidence from other countries is as mixed as is their system of student financial aid and is often of uncertain value. It is dangerous to assume that financial aid systems can be transplanted easily from one country to another because student aid must be viewed in its cultural, social, economic and educational context.

Assessments of the ability of graduates to repay loans, for example, should take account of real earning power and living costs, particularly housing. The methods used to finance students by loans in other countries are critically dependent on features of their higher education system which are missing in the British context; American features which come to mind include the extensive work study programmes, the length and type of degree courses, systematic provision for interrupted study and transfer arrangements within an integrated post-secondary education structure.

Aid systems which depend heavily on loans don't come with trouble-free guarantees either. Judging by admittedly dubious comparisons with other

countries, they are not, except possibly in the long term, a cheap way of financing students; the total costs of servicing loans (interest charges, administration and defaults) tend to be about half the amount loaned in North America. They are very demanding in terms of human resources. Quite apart from the people needed to control the system, those up the defunct, assess the requests for deferment or cancellation of the loan in the light of the individual's personal circumstances, and maintain liaison between the institutions, the branches of government and the students, intensive financial counselling tends to be a prerequisite of a workable loans scheme. While the employment opportunities generated would do their bit towards bringing down the unemployment statistics, the labour-intensive nature of most loans systems suggests that a British

London clearing banks, the conditions under which banks might be interested in participating in a student loans scheme of this sort would nullify much of the financial advantage of private sector financing or else result in completely prohibitive costs for would-be students. These conditions comprise a commercial rate of interest, an unproven repayment period and probably government guarantees on repayments. There would be no way out of significant Government expenditure.

But, important though the arguments over the costly mechanics of a loans system are, the really important issues are, or should be, educational. Here the present awards system is blamed for not delivering the goods, in the shape of enough young people wanting higher education, particularly from low income and minority backgrounds. But why a loans scheme is viewed as a recipe for curing these serious problems rather than compounding them is a puzzle. How much worse these might be without the awards system it is unlikely in the extreme that more will want to opt for higher education via a loan than a full award; cultural norms might well prove an additional barrier to the formidable financial one. Unfortunately, the real choice about initial higher education is made, one suspects, at a far earlier age, perhaps as early as 12 or 13. Loans could so easily cement the divide to the point of unbridgeability.

One could go on rehearsing the arguments for and against, of which we have heard a good deal these past months. The fact is, no one knows what the consequences of abolishing grants and bringing in loans would be, and detailed studies in this area are thin on the ground. The AUT believes the replacement of grants by loans would be expensive, complicated and damaging all round. With-out convincing reassurance on these points, the case for loans remains decidedly unproven; the justification for such a drastic change lacking.

Tina Day

The author is assistant general secretary of the Association of University Teachers.

Prince Albert
would not
be amused

Christopher Price

One glaring gap in the Government's new higher education 'quango' is art. Or rather extra-polytechnic art. The document seems to assume that while polytechnics are in, teacher training is in, ordinary colleges with 80 per cent of their work are in, free-standing art colleges are out. The local authorities can fund them or not as the case may be, but in Canterbury and the Cambridges, the Winchester and the Windmills are not to be part of the new 'pool'.

Mr Prince Albert will be turning in his grave. His principal purpose in crossing the channel and braving our barbarian ways was to teach us all that the culture of industry and art which leads to Beauty and Truth. The Great Exhibition and the Crystal Palace symbolised it all; and out of it we have inherited a greater proliferation of art colleges than you will find in any other European country — though Art has been almost entirely excluded by the Arts. Our 20th century academic tradition is that, in university worth its name, the Arts and Sciences should be in broad balance and all too often the Arts are squeezed down into second

the 19th century framework was Art and Science which led to Beauty and Truth respectively — those twin muses which would lead our civilisation to the pure upland pastures of enduring progress. Now, science has prospered, with the art; the consequence of

Laurie Taylor



"The vice-chancellor will see you now Dr Wenlock."

"Oh, thank you. Through this door?"

"No that's the private toilet. The one to the right of it."

"Oh, thank you. Thank you."

"Ah, Flitlock, do come in. Good to see you. I think we met once before at some function or other. Still very nice to renew your acquaintance. Do have a seat."

"Thank you, sir. Thank you."

"Now Flitlock. What can we do for you. How's your work on physical motility and learning coming along?"

"Oh very well thank you sir. I didn't know you were familiar with that."

"Come come Flitlock. Always interested to hear what your psychologists are up to. Now what's your problem?"

"It's a little embarrassing sir. I do appreciate the university's current economic situation."

"The worst in its history?"

"I believe so, sir."

"Don't just believe so Flitlock, know so?"

"Yes sir. And that's why I'm particularly reluctant to make this request."

"Well come on. Let's hear the worst. That's what we're here for."

"Please sir... could I possibly have another rat?"

"ANOTHER RAT, Flitlock. Have you gone mad? Do you think we're made of money? Rats don't grow on trees you know?"

"No sir. No indeed. But my research... the physical motility and learning that you so kindly mentioned sir... depends upon it."

"I simply cannot comprehend this request Flitlock. Your life informs me that you've only had your present rat since 1979, is that so?"

"I can't deny it, sir."

"Well goddam it Flitlock. As these things go, the animal's a virtual strapping. A mere eighteen months old. I know this university has recently become keener on premature retirement, but this is ridiculous. What's the matter with the little devil? Is he ill?"

"What's that sir?"

"Your rat, for God's sake. Is he ill?"

"Oh no sir, nothing serious. But he appears to have a slight arthritic condition in one leg. And this is enough I'm afraid to incline his natural running style towards the left hand arm of the T-maze in such a way as to distort the influence of other experimental variables."

"Can I speak frankly with you Flitlock?"

"Please do sir."

"We're very aware that its work done by psychologists like yourself that brings prestige to this university. No doubt about it. That's the main reason we gave such a sympathetic hearing last year to your department's bid for a replacement octopus. But there is a limit."

"In these economic times it is simply not possible to promote rat research unless there is full-scale eradication of every allocated rat. And in your case I regret to say this has not been so. This research, I'm afraid, is not needed to sustain your experimental or academic alternative experimental subjects."

"Yes sir."

"You know what this means?"

"Yes sir... and I accept your decision."

"Spoken like a man and a psychologist. Thank you for your cooperation Flitlock. I look forward to reading your results. And meanwhile I will personally see to it that there is a minimal disruption to your research programme. Your rat, Jan, at early retirement will be despatched with great delay."

LETTERS TO THE EDITOR

In defence of American culture

Sir, — As an American philosopher studying in England, I take exception to George Steiner's Eurocentric denigration of American culture (*THES*, March 3). I am far from being an uncritical admirer of my native culture, especially in view of its ever increasing dependence on the patronage of powerful institutions — a problem not peculiar to America. Criticisms of the debilitating effect of such dependence on American culture can and should be made. But Steiner's remarks seem to miss the point.

The problem is that Steiner has a cultural and class-biased view of culture, or at least Western culture. For him it consists in the abstract "monuments of unaging intellect" of high European culture. Practical achievements and works reflecting a non or anti-transcendentalist populist sense of the concrete do not count as cultural contributions in this view. So American culture is judged by European standards and found wanting; American homage to European culture becomes sterile archaism-keeping.

American culture is not just a continuation, second-rate or otherwise of the European tradition. It is also a break with that tradition, a different alternative. Recognizing its potentialities, the Europeans of the

Renaissance called America "the New World", the appellation is still appropriate. The hallmarks of American culture at its best have been, practically, as opposed to European, its openness to the concrete, its pragmatism, its concreteness, as opposed to European abstraction and idealism; and populism, as opposed to European ruling-class elitism. Where Europeans theorized social contracts and constitutions, the practical Americans instituted one.

Steiner makes no mention of cultural achievements of the Founding Fathers. Where Europeans maintained the pristine abstractness of a musical culture that was the cultural property of a small elite, Americans eschewed this, and developed a vigorous popular tradition of jazz, blues, popular song that today is the dominant influence on Western music, "high" and "low". Where Europeans have not contributed to the European tradition of metaphysics, in particular, ontology, Peirce, America's only major Kantian, gets a word of praise, but Quine and Kripke get put down, and Dewey totally ignored. What Steiner does not appear to be aware of is that the tradition of American philosophy involves precisely a strong and articulate critique of

European preoccupations with atemporal, ahistorical metaphysics, concern with Being, and transcendental thinking. Dewey, for example, turned Hegel's metaphysics on its head, naturalized and relativized it, and then tried to give his philosophy practical application in the concrete problems of education. American philosophy has rejected ontology, not from some mysterious impoverishment of spirit, but for other reasons, as Steiner will find if he reads Dewey, C.I. Lewis, Quine, and Goodman. It has presented a pragmatic alternative, one which is not to be brushed off on the grounds that it does not fit European standards of profundity.

Steiner's remarks uncomfortably remind me of Husserl's confidence, if not to say complacency, that "all other human groups" want, or should want, to "Europeanize themselves". Europeans have no justification for such attitudes after the colonial experience and the world wars. America, it is true, is far from its ideal of a classless and free society with a democratic culture. But ours is an alternative. Europeans cannot afford to ignore, and the best of our culture reflects the striving towards those ideals. Physician, heal thyself!

JUSTIN SCHWARTZ
King's College, Cambridge.

Australian freedom

Sir, — My first reaction to Patrick O'Brien's look at academic freedom in Australian universities (*THES*, March 6) was that the determination of the *THES* to demonstrate its policy of freedom of speech had overridden its concern for careful and substantial reporting. Mr O'Brien's article is no more than a rambling, disjointed array of his own prejudices. No evidence is brought forward to justify his attacks on student unions, staff associations, anthropologists or concerned Asian scholars.

As an Australian academic, an anthropologist, a student of Asian studies present at the founding of Concerned Asian Scholars of Australia and New Zealand (CASAN), and as someone who has studied or taught in four Australian universities, I was thoroughly incensed by the article. In my experience there is no evidence that social science departments have benefited financially at the expense of so-called traditional departments. There has been no evidence in the four Australian anthropology departments in which I have worked of a stress on following "alternative life styles" or on "converting students to political activism" rather than encouraging scholarships. Nor am I aware of students being intimidated by CASAN or any other "watch dog committees" in their search for scholarships or in the time they have taken in writing up their work. Far more familiar is the intimidation exercised by individuals of many persuasions but particularly by those for whom any mention of Marx, revolution or exploitation is evidence of a lack of scholarship. Mr O'Brien's one

sentence dismissal of "works promoted by CASAN" is a prime example of his lack of concern for substantiated criticism.

The complexities of the battles over the abolition of compulsory membership of student unions are likewise dismissed, no attention being paid to the tie up between agitation for their abolition and ruling Liberal party. As far as moves by staff associations to establish links with systems of wage conciliation and arbitration outside the universities are concerned, Mr O'Brien demonstrates a far too familiar selfishness on the part of tenured academics in his lack of concern for those highly qualified temporary employees who find that they have no security of employment and no body through which they can appeal for some sort of wage and employment justice.

Above all, the appallingly low standard of scholarship demonstrated in Mr O'Brien's article can only serve to bolster the views of the prejudiced. An enquiry of this kind demands careful, empirical research.

Yours faithfully,
D. B. MILLER
Senior lecturer in anthropology at Monash University, Australia, and visiting scholar at Cambridge University.

Sir, — Patrick O'Brien, in his article on "Fabian chickens come home to roost" mentions the experiences Arthur Jensen and I had on the occasion of our visit to Australia, but he is in error when he says that we visited the country "to lecture on their views of race and intelligence". Neither of us was asked to talk about

race; our invitation was to give talks on education and personality (in my case), and on education and intelligence (in the case of Professor Jensen). I have never lectured on the problems of race and intelligence on such occasions, for the simple reason that the issue is too complex to be dealt with during the course of a short lecture. Most people, including newspaper editors, assume that student protests are against the content of my lectures, but this is not so; even the notorious occasion at the London School of Economics when I was physically attacked did not feature any mention of race.

It is unfortunate that newspapers in general are rather careless about facts. When my recent book on *The Causes and Effects of Smoking* appeared, many newspapers headlined it as denying a relation between smoking and cancer, which is quite incorrect. I put forward the view that the evidence was not as convincing as the establishment seemed to think, which is quite another matter. Practically all newspapers suggested that I maintained the position that genetic evidence had shown the black races to be inferior intellectually, when in actual fact I made the explicit statement that direct genetic evidence was incapable of providing such evidence. It often seems that regardless of what one says or does, one's words and actions will be represented in the papers in accord with a certain stereotype, however inaccurate that stereotype may be.

Yours sincerely,
H.J. EYSENCK
Department of Psychology,
Institute of Psychiatry, De Crespigny Park, Denmark Hill, London.

Social survey cutback

Sir, — The Social Survey Division of the Office of Population Censuses and Surveys (formerly the Government Social Survey) is facing the threat of a 40 per cent reduction in its research staff, following the review of the Government Statistical Service by Sir Derek Rayner.

The work of the Social Survey Division will be known to your readers primarily through the publication of the results from the General Household Survey, but over the last 15 years the ad hoc programme of surveys has provided information to the Government and to the public on a wide variety of social and economic matters, such as the need for day care for the under fives, the income and expenditure patterns of post-graduate students, the dental health of the population and family planning and infant feeding practices. The division is also responsible each year for carrying out the Family Expenditure Survey (which, among other things, contributes to the calculation of the Road Fund Licence). The Survey programme of work includes studies on the taking of school leavers, time pressure on young people, on the young consumer, on

Programme, and an investigation of smoking habits.

In carrying out its work the division has, over 40 years of its existence, built up a large body of expertise and its research and technical standards are recognised as being extremely high; clients and users therefore have a great deal of confidence in the survey results. The Rayner review is now recommending that the division's capacity to carry out ad hoc surveys be largely removed, and that work on the General Household Survey is cut back. The impact of implementing such a proposal would be serious. Since it takes many years to build up the expertise to carry out complex surveys the decisions of not only this Government but also of future governments would be made using less reliable sources of information, or without the benefit of any information at all. Perhaps you would like to bring this serious matter to the attention of your readers.

Yours faithfully,
J. H. EYSENCK
Department of Psychology,
Institute of Psychiatry, De Crespigny Park, Denmark Hill, London.

Calcutta college

Sir, — As a teacher at Presidency College, Calcutta since 1973 now in this country on study leave, I would like to correct an error in Paul Flitlock's otherwise accurate remarks on the college (*THES*, March 6). Admission rules at Presidency College have not been relaxed. A proposal to do so was turned down some time ago, largely owing to the opposition of the students themselves. Even if changes are made in the future they can only relate to the minimum requirements for applications. The candidates selected for admission will still be the best among all the applicants.

I write this to clear up any possible misunderstanding among admissions tutors in this country. A number of Presidency students study every year for postgraduate courses in Britain.

Yours faithfully,
SUKANTA CHAUDHURI

Literary criticism

Sir, — I fully agree with the wise and humane approach to the Cambridge debate in Professor Brooks's letter (*THES* March 13). His emphasis is exactly right in that "scientism" does disservice both to the student and the academic. If nothing else, the turgid and acrimonious debate (wringing, more accurately) causes us to reconsider the nature of literary criticism.

Leslie Fiedler established two crucial criteria for critical activity. He has already provoked so many thousands of words of comment, nearly all of it hostile, that further criticism seems superfluous and even sadistic. However, as the Government's expenditure plans for higher education appear especially harsh, and as Sir Alec Morrison on behalf of the vice-chancellors has made a public issue, rightly, of the latest round of cuts, and as the universities' cash limited grant of £979m for next year was announced in the wake of the budget, further comment can perhaps be excused.

For there can be no doubt about the severity of the Government's intentions. If universities do lose income on the scale and at the pace apparently desired by Mr Carlisle, the damage certainly to their quality and probably to their integrity would be immense. Because of the rigidity of academic tenure and the haphazard incidence of additional losses of income from overseas students and of substantial reserves, a small number of the weaker universities will come under intense financial pressure.

Whether such pressure will lead inexorably to actual bankruptcies and so closures will depend on two things. The first is the success, or failure, of the muffled effect of intermediate mechanisms of public expenditure, such as the translation of volume figures in White Papers into cash grants (particularly under the Treasury's new and supposedly tighter system), or the distributional skill of the University Grants Committee. After all, next year's grant cut, although deplorable, is absorbable. The real danger to most universities remains the financial vicissitudes created by higher fees overseas students.

This is why the second factor, the likelihood or not of direct mitigation from the full rigour of the White Paper figures, is so important. Such mitigation is most likely on the issue of overseas students. This week's state visit by the President of Nigeria (Britain's largest trading partner in Africa) and next week's meeting of the Commonwealth universities in Hong Kong are reminders of the delicate international dimension of this problem. So taking both factors into account, our own guess is that the number of universities which face a real risk of closure is nearer the zero than the 10 end of the spectrum of possibility suggested by Sir Alec last week.

For there is likely to be a world of differences between the Government's intentions and the outcomes of its policies. The Budget, and the economic strategy it represents, have caused obvious dismay among many Conservatives. The next election is already casting its long shadow over a party which in the last resort is more concerned with tradition than with the future.

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The History Man's revenge

Sir Geoffrey Howe's disastrously misconceived Budget and the even more disastrous public expenditure White Paper which accompanied it have already provoked so many thousands of words of comment, nearly all of it hostile, that further criticism seems superfluous and even sadistic. However, as the Government's expenditure plans for higher education appear especially harsh, and as Sir Alec Morrison on behalf of the vice-chancellors has made a public issue, rightly, of the latest round of cuts, and as the universities' cash limited grant of £979m for next year was announced in the wake of the budget, further comment can perhaps be excused.

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Why 1984 could be so symbolic



William Taylor

There have been complaints in *THES*'s sister paper of difficulty in getting through on the telephone to officers at Elizabeth House. Perhaps the lines have been blocked by polytechnic and college heads checking that they have the magic 70 per cent AFE required to draw down on the proposed Public Sector Grants Committee.

The universities seem so far to have been silent on the matter, possibly in the belief that what the neighbours over the binary fence do is no concern of theirs. Yet in this instance they would be wise to take an interest in what is happening next door. The Oakes committee settled for no more than the creation of a national advisory body for higher education. What is now proposed has potentially wider consequences. Not all of them will stay on the public sector side of the fence. In this and subsequent columns I want to explore some of the implications of a new pattern of public sector higher education management. There is still time in which to do so. Realistically, but without much sensitivity to political symbolism, 1984 is now spoken of as the likely date for the implementation of new centralised arrangements.

For a start, some interesting speculations are possible about the implications a PSGC might have for academic validation. The implementation of *Partnership in Validation* already allows a larger area for institutional decision making, although in the final analysis power of approval still rests firmly with the council. If the essentials of the binary difference are retained, and a new set of public sector committees comes into being, the position of CNAAs on the public sector side will create an asymmetry that could be more than merely uneasy. Someone might begin to think that the new structure means ensuring that resource back-biting for the courses they approve will be forthcoming. Directors and principals, properly enough, use adverse comments about particular features of their institutions as sticks with which to pry open the coffers of their providing bodies.

All this worked tolerably well when the pool was unpeopled and growth was the norm. But not now. The way things are going, sooner or later, a crunch point may be reached. Validating bodies will refuse their imprimatur until certain resource commitments are guaranteed. No such guarantees will be forthcoming. Approval will be withheld or withdrawn. Faculties and institutions will be faced with closure as a result of some of the nations of the third world whose students are being priced out of Britain?

Such an approach may be futile with the present government's overriding interest in strengthening French language and culture in Quebec at the expense of English. However, Quebec has a general election next month, and opinion polls currently favour the opposition Liberal Party. If the (less anglophobic) Liberals do win, they are more likely than the present government to respond to pressure for a less discriminatory fees policy. They may allow students from a broader range of countries to study cheaply in Quebec, even if they cannot be persuaded to make a general reduction in North America's first really steep fee differential between domestic and foreign students.

Speculation as to all this must be, we should not be too quick to dismiss the possibility that by the time the Conservative government has shown itself to be more radical in its thinking about the organisation and funding of higher education than many of its allegedly reforming predecessors. For universities, polytechnics and colleges, 1984 could be more than just symbolically important.

developed. There is every prospect they will make a go of it.

Who is supposed to make qualitative judgments of this kind? Presumably not the relevant committee of the RAC, or the RSI. Better perhaps, to rely on tried and tested criteria of demand and need, and to reckon that, like brick laying and plumbing, one course in subject X is very much like another. Except that it isn't. In APE, academic quality needs to count.

Rationalisation, whatever its merits, is hardly facilitated by having in separate hands decisions about resources, need, and academic quality. The charged status of universities makes it difficult to draw parallels with the way things are done on the university side of binary, but the division of responsibility that characterises the public sector is certainly absent.

The fuss made over the UGC's position on Russian studies and potential for future directiveness should not minimise the influence that body has long exercised over many aspects of subject development in individual universities. As a department head in the days when quinquennial still meant something, I used to apply to the UGC's *Letter of Guidance* the kind of textual scrutiny usually reserved for works of greater literary merit, lest something useful or threatening be overlooked.

The day may come when even those university people who are least happy about the way in which the UGC has worked will look back nostalgically at present arrangements. Independent legal status for the UGC and a new PSGC would not prevent governments from encouraging or even requiring them to co-operate together in ways that would be difficult to achieve at present.

The significant contacts in any such process of co-operation would not just be those between appointed (non-representative) members and assessors on each side. Those between the two groups of (non-civil servant) officers could also be very influential. So could those between the subject specialists who might make up a second level of advisory committees covering the whole range of disciplines and professional fields taught in universities, polytechnics and 70 per cent-plus colleges.

The UGC already has such sub-committees. Little has been written about their role and their influence. Circumstances are such that more use of them may need to be made in the future than at times in the past. If a PSGC is set up, will it, too, spawn a full range of subject groups?

If such a structure were to emerge, what would be its relation to CNAAs? The implementation of *Partnership in Validation* already allows a larger area for institutional decision making, although in the final analysis power of approval still rests firmly with the council. If the essentials of the binary difference are retained, and a new set of public sector committees comes into being, the position of CNAAs on the public sector side will create an asymmetry that could be more than merely uneasy. Someone might begin to think that the new structure means ensuring that resource back-biting for the courses they approve will be forthcoming. Directors and principals, properly enough, use adverse comments about particular features of their institutions as sticks with which to pry open the coffers of their providing bodies.

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